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ABSTRACT

The results of the National Work Conference on Goals of Adult Basic Education in Corrections are presented in this monograph. The conference met in an attempt to determine national goals for adult basic education in corrections. This publication contains the conference's program, papers offered, theme presentations, and the preview of a model designed to provide adult basic education in corrections. Appendices include conference and participant rosters, position papers, task group summaries, and a conference evaluation. (RS)

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GOALS OF ADULT BASIC EDUCATION IN CORRECTIONS

T. A. Ryan and L. C. Silvern (Eds.)

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Education Research and Development Center
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Honolulu, Hawaii

May, 1970

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FOREWARD

This monograph presents the results of the National Work Conference on Goals of Adult Basic Education in Corrections, held in Arlington Heights, Illinois, on October 7, 8, and 9, 1969, supported by the U. S. Office of Education, Adult Education Division. The conference represents an attempt to answer a question critical to eventual realization of the ideals of corrections and education: "What should be the national goals of adult basic education in corrections?"

The national problem of wasted human resources through failure of the correctional process has been decried and deplored. The President's Commission and the President's Advisory Committee on Adult Basic Education (1968), mandated that education meet the special needs of the offender population disadvantaged through lack of academic, vocational and social skills. The Adult Basic Education in Corrections Program (ABEC) at the University of Hawaii, conducted under grant from the U. S. Office of Education, Adult Education Programs, implements the twofold purpose of developing a model of adult basic education for corrections, and training personnel to implement the model in correctional settings. The conference on Goals of Adult Basic Education in Corrections represents a first step in implementing the ABEC Program purpose of designing a model of ABEC. The function of the National Work Conference was to explicate the mission of corrections and to define national goals to implement this mission.

This conference reports the results of the conference. The first chapter reports the background out of which the conference was organized. The second chapter summarizes substantive information presented to conferees. The third chapter presents the conference product, The Statement of Goals of Adult Basic Education in Corrections. The Appendices carry full texts of papers prepared for the conference, summaries of task group reports to the conference, conference program, and participant roster.

OVERVIEW

Conference theme

This conference revolved around the theme of "correction through education." The conference implemented a belief in rehabilitation and correction as primary purposes of penal systems, and looked to adult basic education for achieving these goals.

The challenge of tomorrow was seen as the designing of a system of adult basic education geared to the needs and characteristics of offenders, while taking into account the realities of social and economic pressures, home and community situations, political and practical considerations.

Conference purpose

This work conference brought together a select group of leaders charged with the responsiblity of developing a Statement of Goals of Adult Basic Education in Correctional Institutions.

One hundred participants, representing leadership roles in education, corrections, government, business, industry, labor, community and social services, and behavioral and social sciences comprised The Committee of One Hundred. Participant roster is given in Appendix B.

Conference site

The conference was held at Arlington Heights, Illinois, October 7-9, 1969.

Conference support

This conference was one of a series of seminars and other meetings sponsored by the Education Research and Development Center of the University of Hawaii in conjunction with the Center program for improving adult basic education in correctional institutions in the United States and territorial possessions. The conference was supported in part from funds provided by the U. S. Office of Education, Adult Education Branch, under provisions of P.L. 89-750 (Sec. 309).

WELCOME

Mr. Peter B. Bensinger, Director-Designate
Illinois State Department of Corrections

Dr. Ryan, fellow panelists and head table associates, and conference participants.

On behalf of the state agencies in Illinois involved in the field of corrections, it is a pleasure for me to welcome this conference group to Illinois and the Arlington Park Towers. I'm sure I speak for all conference participants when I commend Dr. Ryan, of the University of Hawaii, on the beautiful facilities, the good food and the excellence of the conference preparations.

The charge which this conference has accepted--that of developing basic goals in adult education in correctional settings--is critical in our state because we have a very high illiteracy rate in our adult correctional facilities and because of the low level of involvement on the part of those who are illiterate and who should be learning. It is understandable, therefore, why I'm looking forward to hearing from representatives from Stateville, Pontiac, Dwight, St. Charles, the Illinois Youth Commission, and the Office of the Superintendent of Public Instruction on what are the new goals and directions toward which we can move.

My presence as director-designate of the new Illinois Department of Correction is not the only change in this year of change in our state--it really goes back to the development of legislation establishing the new correctional department, the one agency in Illinois which will be responsible to the governor for corrections and rehabilitation. In the past, these activities have been divided into different departments, and integrated with those of law enforcement. Now, we will have a full-time parole and pardon board consisting of persons who are professionally qualified and who will be paid attractive salaries. The new department will consist of two separate divisions for handling adult and juvenile offenders, with separate treatment, care, custody and after-care responsibilities falling to assistant directors who will report to the director. We plan to inaugurate programs of standard setting and inspection procedures for detention facilities at the county and municipal levels throughout the state. For the first time in history there will be enforcement of and involvement with these facilities so that if the standards established by the department are not met, the director can petition the circuit courts for the improvement or the closing of those facilities which are sub-standard. Also specified in the legislation are provision for grants-in-aid, research and training.

The framework for the new department is contained in the legislation itself, and large numbers of staff have been working since last January to develop the proper structure for the agency. Many persons in this room are responsible for developing the legislation, including personnel from the

John Howard Association, the National Council on Crime and Delinquency, members of the General Assembly, and others. That legislation, as far as my viewpoint is concerned, will take Illinois corrections toward community-based programs and to realistic special education and vocational training programs relating to the opportunities which exist or which should exist in the communities. The new department's adult division will contain a special education unit comparable to the existing special education coordinators' section which now exists in the Illinois Youth Commission. The coordinator is with us tonight. He has done an excellent job in bringing Title I programs to our juvenile correctional facilities.

Just one more thing in passing: it gives me great pleasure to announce that yesterday the Youth Commission opened the first new girls' facility to be established in Illinois in 75 years. In the past, there has been only one resource for female juveniles in this state: the Training School for Girls, at Geneva. Now we have Geneva and the Jubilee Lodge for Girls, near Peoria. Jubilee's major program will be special education, with emphasis on a remedial reading program.

I'm delighted to be here tonight and I'm delighted that Illinois delegates from our correctional settings are attending this conference. I urge their co-participation. I congratulate the University of Hawaii on this excellent conference presentation and the opportunities it offers. Thank you very much.

GREETINGS

Washington, D. C.

I deeply regret that I am unable to attend the National Work Conference on Goals of Adult Basic Education in Corrections. I had hoped to be with you, but my duty to be present for a vote on important legislation on October 8, adding one billion dollars to our fight against water pollution makes it impossible for me to participate. As one who is vitally interested in education as a constructive force in our society, I strongly commend Dr. Ryan and all participants for the work you are doing. You have my sincere best wishes for a lively and productive conference. We desperately need to expand and improve the educational opportunities available to those in correctional organizations. Rehabilitation through education should be the whole key to our efforts. With your help we shall make the goal a success.

/s/ Patsy T. Mink
Member of Congress
State of Hawaii

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*Telegram to Dr. T. A. Ryan, Director, National Work Conference on Adult Basic Education in Corrections, Arlington Heights, Illinois, October 8, 1969.

GREETINGS

Washington, D. C.

Greetings and aloha to all attending the National Work Conference on the Role of Education in Corrections sponsored by my alma mater, The University of Hawaii through its Education Research and Development Center.

I wish I could participate with you in these important proceedings, but my Senate duties keep me in Washinton. We all recall what a great victory it was when the principle of rehabilitation of convicted persons won widespread public acceptance. Today, however, it is more and more apparent that because of overcrowding, lack of funds, or other reasons, many correctional institutions fall short of the rehabilitation goals. Our prison gates are all too often merely revolving doors. A prisoner serves his sentence, then goes out into society as ill prepared as when he entered, unable to get a steady job that will enable him or her to earn a decent livelihood, so he winds up behind bars again. The tragedy is particularly sad in the case of young offenders, who face a bleak future unskilled and unequipped with even rudimentary reading and writing ability.

Through special education and training these men and women, these boys and girls, can acquire the knowledge and skills sought by prospective employers. I stress the word special because ordinary education methods are not enough. In the correctional process, education must be especially relevant -- relevant to the person and relevant to the job market.

This is your challenge -- to find the means to help the thousands of persons in correctional institutions and to help build them a new life. My sincerest congratulations to each of you for your deep interest in this vital mission. May you succeed where many others have failed.

/s/ Hiram L. Fong
United States Senator
State of Hawaii

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*Telegram to Dr. T. A. Ryan, Director, National Work Conference on Adult Basic Education in Corrections, Arlington Heights, Illinois, October 8, 1969.

GREETINGS

Washington, D. C.

I regret very much that the schedule in the House of Representatives today prevents me from attending and participating in the Work Conference on Adult Basic Education this evening. This subject is one of particular concern to me. My subcommittee heard testimony from Commissioner of Education James Allen this morning that the Federal government is pledged to a full-scale national commitment with which I concur, and to which I would add a further pledge to provide every American, young and old, with a marketable skill as well. It is only by salvaging the adult Americans in our society and providing them with the educational tools and opportunities to become full participants in our economy that we will reach the youngsters who must take their own place as productive adults in the future. My sincere good wishes to each of you.

/s/ Roman C. Pucinski
Member of Congress
State of Illinois

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*Telegram to Dr. T. A. Ryan, Director, National Work Conference on Adult Basic Education in Corrections, Arlington Heights, Illinois, October 8, 1969.

GREETINGS

Mr. M. Eldon Schultz, Adult Education Program Officer
U. S. Office of Education, Region V

I am speaking tonight for Dr. Charles Martin, the gentlemen to whom we in the Office of Education here in Chicago respectfully refer to as our RAC; that simply means the Regional Assistant Commissioner of Education. He is the personal representative of Commissioner Allen in the five-state region which includes Michigan, Ohio, Indiana, Illinois and Wisconsin. I extend welcome greetings on behalf of the Office of Education and its entire regional staff, and I do so with pleasure.

At the end of the four o'clock session today, one of the moderators said that whatever that particular group had, it might not be the best, but it was the most. And I think I can say the same thing for the Chicago metropolitan area and this region. In this five-state area, there is twenty percent of the nation's cities over 100,000.

Census data for the city of Chicago show the growth of the Chicago area population by decade since the year 1840. In each decade the Chicago population has doubled. In one particular ten-year era, the increase was about two hundred fifty percent. If Cook County, which includes more than the city of Chicago, were made a new state in the union -- you understand, I'm not advocating that -- it would automatically be the tenth largest in the nation. There are over 400 political subdivisions in and around Chicago if one includes the fire districts, the sanitary districts, the water districts, all the municipalities, the school districts, etc.

A year ago in the 24-hour period preceding Thanksgiving Day, there were 2100 flights at O'Hare. You may not be aware that there are efforts under way to build another airport beyond the western suburbs, as large as, or larger than O'Hare, in spite of the fact that Chicago has three public airports.

Here in Cook County, there is the world's largest park system. The Cook County Forest Preserve extends from the north to the south county boundary. It runs through the city and suburbs, adding the serenity, beauty and natural habitat of its 68,000 acres and streams for citizens to find relaxation and enjoyment.

Since most of us are educators, it is established that this region has 11 of the 25 largest universities, all with over 30,000 students. I'm not sure what that suggests, except for lots of people and problems.

All of the five States in this region teach adult basic education in some of its correctional institutions. In addition to ABE, the G.E.D. certificate holds great appeal.

There were 1,000 applicants last year from among the inmates of the penal system in Illinois to take the General Education Development examination. However, not all passed it. I think that is noteworthy evidence indicative of the kind of educational interest which many of these persons have.

We have in this region about 2.5 million persons who admitted on census reports in 1960 that they have less than an 8th grade education. Fifty-three thousand of them enrolled in adult basic education courses during FY 1968.

The city of Chicago last year reported an enrollment of 13,000 adults in adult basic education; 35,000 in the state of Illinois. In terms of dollars, Region V gets about one-tenth of the total national appropriation, but yields 12% of the total number of 455,000 clients in the nation.

All of these things are encouraging. There is one contrasting area; however, of which we have the most in quality, but not in quantity. The Region V Office is staffed by approximately 30 professionals and, without indicating any deference to the other eight regions in the country, I think we have the best regional staff in providing educational services to institutions and state agencies. We strive to conscientiously and competently get a massive job accomplished in working with the State Educational Agencies.

On behalf of Dr. Martin, and the Office of Education in Region V, welcome to Chicago. I'm glad you've come when the weather is ideal, and I wish you had time to enjoy all that Chicago offers.

PREFACE

The public will grow increasingly ashamed of its cry for retaliation, its persistent demand to punish. This is its crime, our crime against criminals--and incidentally our crime against ourselves. For before we can diminish our sufferings from the ill-controlled aggressive assaults of fellow citizens, we must renounce the philosophy of punishment, the obsolete, vengeful penal attitude. In its place we would seek a comprehensive, constructive social attitude--therapeutic in some instances, restraining in some instances, but preventive in its total social impact.

In the last analysis this becomes a question of personal morals and values. No matter how glorified or how piously disguised, vengeance as a human motive must be personally repudiated by each and every one of us. This is the message of old religions and new psychiatries. Unless this message is heard, unless we, the people--the man on the street, the housewife in the home--can give up our delicious satisfactions in opportunities for vengeful retaliation on scapegoats, we cannot expect to preserve our peace, our public safety, or our mental health.

Can We? Will we?

---Karl Menninger, M.D.
The Crime of Punishment

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CHAPTER I

PROGRAM PERSPECTIVES

T. A. Ryan

Background of the Adult Basic Education in Corrections Program

Legislation in the 1960's emphasized the need for special training and classes for a great number of adults who are precluded from participating fully in the occupational world, family life, and community affairs because of educational deficiencies. The first annual report of the President's Advisory Committee on Adult Basic Education in 1968 noted 24 million adults are being denied opportunities to fulfill themselves, achieve personal goals, and build into their lives the values and aspirations of a free society. These individuals do not receive an equal opportunity for a meaningful work role partly because they lack the basic skills for securing and holding a job. The Committee recommended (1) immediate adult basic education concentrating on education to prepare individuals for civic participation, jobs, home and family life; (2) the continuing training program for teachers, administrators, counselors, and leaders be strengthened; (3) support be given for special projects and experimentation essential to rapid improvement of adult basic education. The Adult Basic Education Program in Corrections (ABEC), officially launched with this Conference, implements the recommendations of the President's Advisory Committee.

ABEC focuses on an area of special need for education. In the nation's correctional institutions the need for reconstituting and expanding adult basic education is acute. For a large part of the inmate population, the right is withheld for full personal development, occupational training, and social and civic participation because of educational impoverishment. The U. S. Commission on Law Enforcement and Administration of Justice defines rehabilitation as the major mission of the correctional apparatus. Education is essential for effective social and vocational rehabilitation. There is an urgent need for reform and innovation in the educational systems of the nation's prisons, if broad and full-scale realization of this goal is to be achieved. Personnel with responsibilities for rehabilitating and educating the nation's offenders must be able to identify, select, and use strategies, techniques, and materials of instruction. These should be completely appropriate to the needs and characteristics of inmates and adapted to the unique environmental factors which characterize correctional institutions. Teachers of inmates face the challenge of teaching an atypical population in an atypical environment. Techniques and materials designed for learners in a formal classroom with a nine-month semester and fifty-minute class periods each day are not suitable for an environment without prescribed beginnings and endings of formal school terms... where learners represent a wide range of individual differences... where motivation for learning is unusually depressed.

Adult basic education is concerned with introducing innovation and invention in educational program planning and operation in the nation's prisons.

Objectives of the Adult Basic Education in Corrections Program

The primary intent of ABEC is to develop and test a conceptual model of adult basic education for correctional institutions. It is expected the closed-loop design of the model will permit continuing improvement in planning and operating correctional education. The program intent is subdivided into four objectives:

1. precisely identify inmate needs
   (a) immediate, during incarceration
   (b) future, at release
2. specify strategies, procedures, hardware and software appropriate to correctional institutions
3. produce a list of resources for use by correctional educators
4. design and test an education and training system for correctional settings

Plan for Achieving Program Objectives

The conceptual flowchart model (Figure 1) depicts the development of the ABEC model. It is a model for producing the ultimate Model. The U. S. Office of Education in (1.0) has authorized formulation of the ABEC Program. (2.0) is the function of conducting the National Work Conference. Approximately 100 knowledgeable persons are to be invited (2.1) for a 3-day conference in Chicago to identify and define goals for the ABEC Program. This will occur in October, 1969.

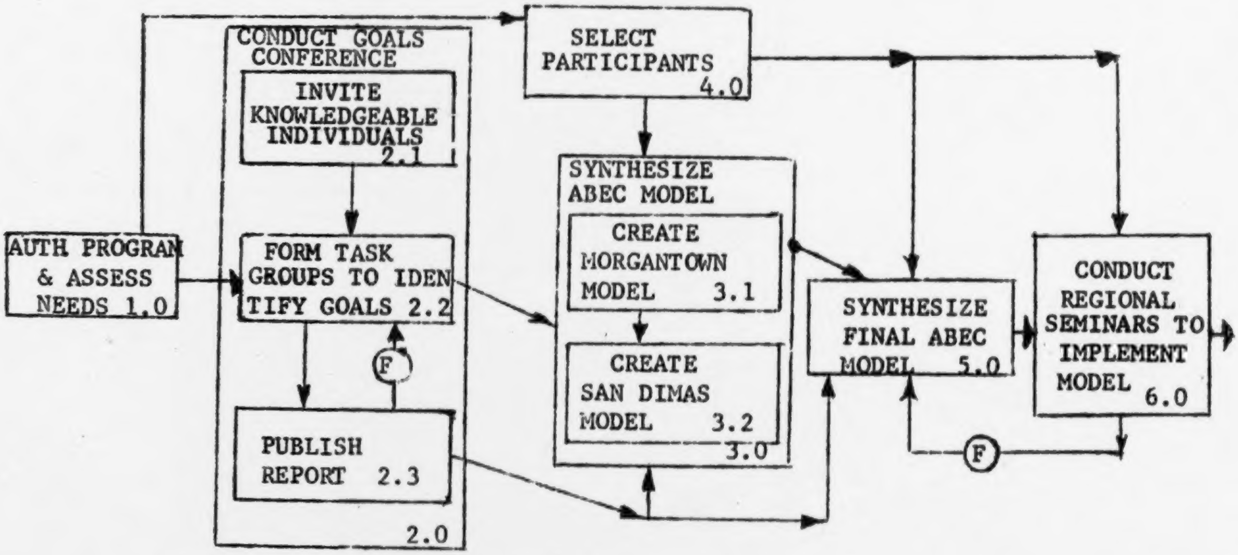
AUTH PROGRAM & ASSESS NEEDS 1.0
CONDUCT GOALS CONFERENCE
INVITE KNOWLEDGEABLE INDIVIDUALS 2.1
FORM TASK GROUPS TO IDENTIFY GOALS 2.2
F
PUBLISH REPORT 2.3
2.0
SELECT PARTICIPANTS 4.0
SYNTHESIZE ABEC MODEL
CREATE MORGANTOWN MODEL 3.1
CREATE SAN DIMAS MODEL 3.2
3.0
SYNTHESIZE FINAL ABEC MODEL 5.0
CONDUCT REGIONAL SEMINARS TO IMPLEMENT MODEL 6.0
F

FIGURE 1. MODEL FOR PRODUCING THE ABEC MODEL

The intent in (2.2) is to analyze the experience of conference participants and from this synthesize the goals. The conference product is a report in (2.3) which is the basis for model-building in (3.0). (4.0) calls for the selection of leaders in corrections to participate in work seminars to synthesize models of ABEC. This will occur in year 1970 with first stage synthesis of ABEC Model (3.0) beginning in early 1970. Two models are to be produced (3.1) at Morgantown, West Virginia, and (3.2) at San Dimas, California. The signal path (2.3)—> (3.0) signifies that the Proceedings of the National Work Conference (2.3) known as the "Report of the Committee of 100." will input to both (3.1) and (3.2).

In essence, the two models are to be developed independently and will be rated by experts after (3.0) is completed. Then in April 1970, a Model Design Committee (4.0) will meet in Chicago to synthesize a final ABEC Model (5.0). Since the two models are predictably different, (5.0) will be a true synthesis. The resulting model may not resemble either (3.1) or (3.2). The product of (5.0) is the ABEC model in operational form, describing the model in detail and providing guidelines for implementing it in correctional institutions. This is expected to be published in mid-1970.

Implementation of the Model

Actually, there are two inputs to (6.0) and one of these (4.0) is rather subtly delineated in Figure 1. Those selected in (4.0) for the (5.0) function will also lead the regional seminars in (6.0). Thus, they will have had the experience of modeling in (3.0); and of final synthesis, modeling and simulation in (5.0) prior to (6.0). (6.0) will be conducted in 1971. The key document will be the model provided in (5.0). It will be used in regional seminars to be attended by correctional education decision-makers. In this manner, local, state and federal institutions will be in direct contact with (5.0). The output of (6.0) will be individuals who will have the basic skills for developing operational plans in their particular institutions.

The feedback Ⓕ signal path (6.0)—>(5.0) is to provide instant improvements in the ABEC Program model. At the end of each regional seminar, an evaluation will produce modifications so subsequent seminars will be strengthened. Since feedback is designed into this model, the evaluations must occur and changes must be made in the model until, through successive approximations, it is ideal.

Evaluation and Multiplier Effect of Model Implementation

As approximately 324 correction-education decision-makers apply the model to their real-life environments, following the 1971 seminars and, in 1972, as 90 local seminars are conducted, a cascading effect will begin. In three years, the impact of the program will extend to some 20,000 offenders, the ultimate beneficiaries of the program efforts. As the program is critically examined and carefully applied, the model in Figure 1 can be extended from (6.0) to other subsystems.

CHAPTER II

CONFERENCE OBJECTIVES AND PROCEDURES*

T. A. Ryan

On behalf of those incarcerated in institutions whom we seek to help, I would like to extend welcome and thank you for taking time from your busy schedules to participate in this National Work Conference on the Role of Education in Corrections.

This Conference has attracted widespread attention. In Washington Morris L. Brown, Chief of the Adult Education Branch of the U. S. Office of Education, has expressed deep interest and regrets not being here because of ill health. From the University of Hawaii, Dr. Hubert Everly, Dean of the College of Education, Dr. David G. Ryans, Director of the Education Research and Development Center, send best wishes for a successful conference.

This conference represents a concerted effort to come to grips with the problem of wasted human resources. It is part of the Education Research and Development Center programs for finding improvements and innovations in education to yield a more productive and efficiently functioning society, a more satisfied and effectively performing citizenry. The Center seeks solutions to problems. It generates, develops, and evaluates strategies, techniques and materials of instruction and administration in light of operationally defined criteria. We conduct laboratory and field testing of instructional and administrative procedures and materials. We investigate human learning in situations associated with formal education as well as settings outside public and private school systems. We investigate growth and development in psychomotor, affective and cognitive domains. We develop and evaluate special procedures and materials for meeting the unique needs and characteristics of special groups of learners and potential learners in relation to various situational contexts. We analyze and design educational systems, and particularly subsystems holding promise for the improvement of the educational product. We participate in both Center-initiated research and development, and studies growing out of needs and problems identified outside the Center.

This conference is part of the Center's major Program on Adult Basic Education in Corrections, initiated in May, 1969 with a grant from the U. S. Office of Education under provisions of the Adult Education Act of 1966. The Program represents a Center effort to respond to requests for assistance, and to satisfy needs described by professional groups and individuals for improvements and innovations in correctional educational systems. Some of you were involved in brainstorming a year or so ago during which the general problem was defined initially. In essence, this Center Program in Adult Basic Education in Corrections is your program. At the outset, you identified the needs which this Program seeks to meet. It is the intent to satisfy these needs through development of a conceptual model of a system of adult basic education for the offender populations in correctional settings.

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*Opening address. October 7, 1969 .

Stripped of its accoutrements, Adult Basic Education in Corrections Program, as currently designed, is aimed at achieving social reform, satisfying the need for coping with what Chief Justice Warren Burger describe as a paradox of human concern. Justice Burger pointed out that in America, acute concern is shown for the human being and three, five or ten years of complex and refined appeals, hearings, and reviews are lavished on the defendent. After this, little compassion is shown as he is impisoned in places where he will be a poorer human being when he comes out, a person with little or no concern for law or man. Very often he returns to society with a permanent hatred for authority and order.

Justice Burger comments that society's problem with those who will not obey law has never loomed so large in national life as it does today. There are 400 crimes of theft every hour; assault, violence and rape are growing comparably; and a murder rate of 12,000 lives a year, is higher than the military death rate in Viet Nam. "We are paying a terrible price in crime, in part because we have tended ... to regard all criminals as human rubbish. It would make more sense, from a coldly logical viewpoint, to put all this 'rubbish' into a vast incinerator than simply to warehouse it for a time, only to have most of the subjects come out and return to their old ways." What tools might be used to combat this tragic waste of human resources? Chief Justice Burger believes the best hope lies in swift determination of guilt, comprehensive study of each human being involved, intensive rehabilitation, and especially, education and vocational training.

Adult basic education in corrections represents a massive effort to realize the potential of a rehabilitation-education-vocational-training approach for coping with the problem. This conference is a key element in our total model for producing a model. It is intended that this conference will produce a Statement of Goals for Adult Basic Education in Corrections, which will be one of the subsystems in the educational model we are building. The Statement of Goals to be developed here will determine parameters in the design of other subsystems. The nature of our attack on the questions of strategies, techniques, and materials to achieve effective education in corrections will be determined in large measure by the Statement of Goals developed here ... subsystems (2.0) in Figure 1.

What are the Conference Objectives?

The mission of this conference is two-fold: (1) to build a structural framework; (2) identify major goals of adult basic education in corrections. The conference aims to identify the end products which should obtain as a result of education of socially and educationally deprived and disadvantaged adult offenders. This calls for identifying the behaviors offenders should demonstrate and describing the circumstances and settings in which these behaviors can be expected to occur. Identifying the end products of education for offenders means specifying what they can do, what they should know, and how they might feel, in relation to the different roles they can be expected to fulfill and in the various settings in which they will be functioning--in both pre- and post-release situations.

Three objectives implement the conference purpose of designing a structural framework for goals:

(1) identify aspects of a person's life with which the rehabilitation-correction process is concerned. For example, is rehabilitation-correction concerned with the offender's feelings of self-worth? Is there a concern for his attitudes to authority?

(2) define aspects of behavior with which adult basic education deals. For example, does adult basic education take into account development of vocational skills?

(3) build a hierarchy of the aspects of living in a democratic society with which rehabilitation-correction and adult basic education processes are concerned. These aspects should be grouped into major and minor categories, and combined to form a hierarchy.

The second mission of this conference is to identify the goals of adult basic education in corrections. There are five considerations:

(1) situation where the offender is likely to be functioning; i.e., the settings and situations, pre- and post-release, in which he should be able to function effectively and efficiently. Might he need to be able to get along in a ghetto? Does he need to relate to others on the job?

(2) roles in which the offender should be able to perform. Should he be able to function as a member of society, as a citizen, as a member of the work force, as a consumer?

(3) skills he must have to perform the roles efficiently and effectively. What skills does he need? Are there occupational, personal, or social skills that are important?

(4) what he needs to know in addition to the skills to get along in the pre- and post-release worlds. What does he need to know about law and order? What does he need to know about fair trade and consumer protection laws?

(5) knowledge of attitudes about oneself and toward society--which are important to leading a personally satisfying life, contributing to society, implementing civic responsibilities, and performing effectively in the occupational world. For example, does he need feelings of self-worth and esteem? What should be his outlook on use of leisure time? What appreciations might be develop? Does he need particular work attitudes?

The total thrust of this conference is in identifying end products. We are not concerned with how to achieve these goals. Questions of strategies, techniques, materials, and will be the mission of another conference; subsystem (3.0) in Figure 1. In this subsystem (2.2), we are concerned with what the system should produce....system output....not in what is wrong with corrections. Neither are we concerned, other than peripherally, with the programs and practices being used currently. Your purpose is to design and to identify goals of adult basic education in correctional settings, and to present these goals in an organized frame of reference.

Conference Procedures for Realizing Purposes

What procedures do we intend to employ so the conference will produce a structural framework and identify goals? Two of the components of the conference procedure already have been implemented. The first step, (2.1) in Figure 1, was identification of a highly select group of individuals to comprise a brain trust incorporating intellectual resources and creative thinking essential to accomplishment of a near-impossible task in an unbelievably short time! We invited leaders in five areas having a vested interest in the rehabilitation-correction of educationally and socially disadvantaged adult offenders. Invitations to participate in the conference were extended to selected individuals representing general, vocational, and adult education; community, social and civic services; law enforcement and judicial processes; labor and management; social and behavioral sciences. We made an effort to have the offender represented, and to have representation of minority groups. We aimed to have practical as well as theoretical viewpoints, and to bring together people from widely separated geographic regions.

The second procedure relating to accomplishment of the conference objectives involved having six position papers prepared and sent for advance reading by conference participants. The purpose of the position papers was to stimulate participants' thinking. It should be apparent by glancing at the roster there is little need to furnish information to this group. The intellectual resources and creativity of the participants are more than adequate for the task at hand. The purpose of the position papers was solely to stimulate thinking, to focus your thinking on the task at hand, to get your thought processes activated so you would be primed with creative and innovative ideas when you arrived at the conference.

Five additional procedures will be implemented during the conference: Four activities will be aimed at keeping thinking at high speed and encouraging a wide range of thoughts. The authors of position papers will comment briefly, elaborating on ideas expressed in their papers. It is expected that hearing from these individuals will set off new trends of thought, or perhaps cause participants to modify some of your earlier thinking.

There will be a general discussion which should serve to broaden thinking about the role of education in corrections. There will be comments from recognized leaders in several fields on the conference theme, and a special address by Dr. Karl Menninger directed to the question, "What is a Teacher?"

There will be an address by Dr. Frank Riessman on "New Careers in Education" (See Appendix E for content of papers and addresses). These procedures will be aimed solely at getting participants to continue to think broadly, to dream creatively.

The task group activity is one which will occupy most of the time and utilize the bulk of participant energies. There are five task groups. A roster of Task Groups will be found in Appendix C. A Leader and Recorder have been appointed for each group, and one or two of the authors of position papers assigned to serve as resource persons for each Group. There will be two Task Group Meetings. The first will occur this afternoon, and will be for the purpose of building a structural framework for Goals of Adult Basic Education in Corrections. All Groups will work on the same problem today. By 4:00 o'clock this afternoon, we should have five designs for a structural framework of Goals. In a plenary session from 4:00 to 5:00 P.M., we will synthesize the five design into a single structural framework.

In the meetings tomorrow, each Group will be responsible for a different segment of the goal structure, and will identify for that area specific goals of adult basic education for correctional settings. (Summaries of Task Group Reports are given in Appendix F). The reports of the Task Groups will be sent to an ad hoc Committee of specialists in adult basic education and corrections for organization, and the committee report will be subjected to final revisions and editing before publication.

The charge to this Conference is demanding, but I am certain with the resources at hand, we will be able to say when we adjourn tomorrow, "Mission Accomplished." (See Conference Program, Appendix D).

CHAPTER III

THEME PRESENTATIONS

Offender: Alfred E. Warren, Jr.

a. education is poorly administered and ineffective
b. education is dreaded by most inmates
c. goals for behavior in the institution are set during orientation
d. teachers should devote time to individual inmates who seek help
e. public school education did not get across to students
f. at release, offender should have a gainful trade and at least GED
g. treatment and training not punishment and idleness should be used
h. goal should be high school diploma
i. tutor those slow in learning
j. use equipment to make learning fun, easy and interesting
k. curriculum should provide academic, vocational and social improvement
l. staff members should be interested in inmates

Offender: David T. Christian

a. teach basic workings of society's organizations and institutions
b. learn to understand own feelings and reactions
c. avoid giving a vocabulary of answers -- not sufficient
d. provide functional literacy but along different methodological lines than in non-correctional environment
e. vocational education most important phase
f. vocational education must be relevant and current
g. education is an continuing program after release
h. recidivism is lower if students are long-term
i. ABEC should convince offender of long-term rewards
j. all offenders should receive social and psychological sections of the program
k. exercise care in job assignments, particularly service jobs
l. offer offender full range including semi-professional and highly technical fields

Social Science: Gisela Konopka

a. respect for human being is precondition for helping person to change
b. modern prisons often use a bleak, unimaginative and traditional approach
c. education must prepare individuals for community participation
d. education must provide in concentrated form the vital, missing ingredient which should have been available in normal life
e. education must involve person in his own fate and develop sense of trust and acceptance
f. people can live through disappointment of misplaced trust if they have learned to trust

g. education must develop the learning of decision-making
h. education must involve risk-taking---deal with guilt, learn how to profit from mistakes
i. education must provide experience to enhance self-confidence
j. provide tangible opportunities to gain hope
k. develop self-esteem and experience respect for others
l. help individual to cope with his problems in today's world

Behavioral Science: Julie S. Vargas

a. juvenile offender typically lacks academic, job and social skills
b. skills which transfer are useful and in being used are remembered
c. what is taught must be above "knowledge" level
d. teach life-approximation skills
e. problem with job-specific training occurs when youth does not enter occupation for which he was prepared
f. first few weeks after release is a critical time
g. social skills missing entirely from most training programs
h. importance of partaking of non-monetary rewards of society is crucial to satisfaction with life
i. behavior can be changed by changing consequences
j. critical characteristics of crime is it holds promise of quick rewards
k. must learn to act and bring long-term payoffs
l. education should teach working for delayed reinforcers and persistence for long-term goals

Economics: Jacob J. Kaufman and Kenneth H. Neagle

a. lasting and successful change in behavior depends on change in emotional and personal aspects
b. requires replacement of fear and helplessness with acceptance and support by others
c. most American subcultures cherish strikingly consistent values and aspirations
d. society thinks those over 30 have had enough education
e. direct cost of crime to society is estimated at $21 billion annually
f. unless present education is reoriented to stress behavior, it will serve little more than make criminals better educated or more efficient
g. the little red (public) schoolhouse has been transposed to corrections
h. public will not accept conclusion the recidivist is the failure
i. education will have to develop measures of effectiveness
j. effectiveness must be related to cost
k. requires experimentation accompanied by evaluation
l. incentive system whereby organization is rewarded by extra funds upon achievement is worthy of consideration

Business and Industry: Frank H. Cassell

a. it is a misconception that top management and operating people at the bottom share common goals for the firm
b. there are deep differences of viewpoint regarding how behavior can be changed
c. workforce has fears and is unwilling to follow management on social issues
d. parolee must make his way and succeed in workplace, not in board room
e. personnel managers must get along with top management without alienating operating supervision
f. personnel managers do not consider themselves agents of social change
g. business never really accepted participative, supportive-type management
h. start with first offender at local community leve begin when trouble begins
i. educate to survive in job market while hunting a job
j. link to business and industry by using work-study, living classroom to provide for rigors of system
k. early and full involvement of first-line supervisors, essential
l. require an integrated delivery system and "high support" efforts

INTRODUCTION OF KARL MENNINGER

Philip S. Holzman

I suppose my credentials for introducing your speaker to you tonight consist in my long acquaintanceship with him. This began almost a quarter of a century ago, when I came to his clinic, fresh out of the Army, to learn clinical psychology and psychoanalysis. At first all of us young learners were in awe of him and many of us were a bit afraid of him. But we all learned from him. My friendship with him continued to grow. It is one of my most cherished possessions.

As his presenter, I feel that my task is to acquaint you with some of his qualities that can help you to appreciate what he will say to us tonight. I commend to your attention two things, one trivial and one of considerable significance. First, the trivia.

When I arrived in Topeka, Kansas, on September 24, 1946, the first person I met in the hospital was an old friend. He also had come to Topeka for training. I had not seen him for several years, but there was not so much as a "hello" or a "glad to see you." He took me aside and said to me earnestly, "It's not Menninjer, but Menninger." That evening another colleague had come to town and was registered in the Hotel Jayhawk, then one of the two inhabitable hotels in Topeka. He called the hospital to find out where and when he should report the next morning. After he dialed the number and evidently after the switchboard operator at the clinic answered, he turned to his wife and said, "Honey, it's the Menninger Clinic." Ladies and gentlemen, your speaker's name, as the saying went in Topeka, is pronounced like "singer," and not like "meningitis."

Now, to more significant and serious matters. If one looks over the list of Dr. Karl Menninger's interests, his recognitions, and his accomplishments, one cannot but be impressed with their catholicity, their diversity and their profundity. He wrote thoughtfully about his diagnostic and pathological explorations, about psychoanalytic technique, man's self-destructiveness, the natural resources of our country, the welfare of our less fortunate human brethren. His recent book is an extraordinary analysis of crime and punishment. There are papers that show a concern with education and teaching. He has had conferred on him many honorary degrees. Mrs. Menninger told me tonight that he was just made an honorary "something or other" of The Navajo Indian Tribe. He is already their honorary medicine man. His efforts at constant reform and improvement in the treatment of distressed people are landmarks in psychiatry, for we owe to him the development of the psychoanalytic hospital. These are all impressive. But they do not capture the essence of the man who will speak to you. Brillance and breadth and scope and innovation are his. But there is something more that I want to tell you about, that something more that makes him unique in American psychiatry: the combination within Karl Menninger of hopefulness and restlessness.

During the dark ages of World War I, Freud wrote a short paper in which he described a walk with a young poet. He told how the poet admired the beauty of the scene around them but could feel no joy in it. He was disturbed by the thought that all this beauty would fade, "that it would vanish when winter came like all human beauty....All that he would otherwise have loved and admired seemed to him to be shorn of its worth by the transcience which was its doom. The proneness to decay of all that is beautiful and perfect," Freud went on, "can, as we know, give rise to two different impulses in the mind. The one leads to the aching despondency felt by the young poet while the other leads to rebellion against the fact asserted. No, it is impossible that all this loveliness of nature....of the world of our sensations....will really fade away into nothing....Somehow or other this loveliness must be able to persist and to escape all of the powers of destruction.

But this demand for immortality is a product of our wishes....What is painful may nonetheless be true." Freud continued that the mere transitory nature of things can even increase their worth, their charm, their beauty. Karl Menninger as a physician has looked closely at both the beauty of nature and its ugliness, principally in the form of human suffering. At close range he has looked at disease, at decay, at degradation not only of the body in illness, butof the spirit and the mind in turmoil and in misunderstanding. His response is neither to turn away in despair, nor to deny the decadence, nor to regard with pollyannaish optimism the future which might be better. He values too much our civilization and the potentialities of man to be blinded by the claims of man's cruelties to himself and of his wishful self-delusions. Karl Menninger's solution is to reform, to reshape, to rebuild, in defiance of the destructive trends in all of us. This is what I believe is the striking quality that gives force to his message: Things can be different. "Hope," he wrote, "is an adventure, a going forward, a confident research...It is our duty as physicians to estimate probabilities and to discipline expectations. But leading away from probabilities there are paths of possibility toward which it is also ours to hold aloft a light. And the name of that light is Hope."

The myriad interests of Karl Menninger attest to his restless spirit and to be around him for a day will convince anyone who can survive that exhausting experience of his corporeal restlessness. Of him it might be said as did Nietzsche of another, that "The price of fruitfulness is to be rich in internal opposition; one remains young only as long as the soul does not yawn and desire peace....One must....have chaos in oneself to be able to give birth to a dancing star."

Ladies and Gentlemen, Dr. Karl Menninger.

WHAT IS A TEACHER?

Karl Menninger, M. D.
The Menninger Foundation

Highlights from this keynote address on October 8, 1969 include the following:

On communication

If the public doesn't understand what you're trying to do, you aren't going to get it done.

On failure

Here are some people who have failed in the grand manner....they failed even at failing....they failed at being criminals and got themselves caught....how can you have a more complete failure than that?

The discouragments we've had are nothing compared to the discouragements of the people you are dealing with.

I've seen lots of prisons. And I think of all the evils in the world, self-destruction seems to me the greatest.

Some of these individuals are sorely lacking....not only in friends.... not only in ideals....they are sorely lacking in something which education would give them.

When we think the thing is a hopeless matter, we act that way.

Hope has to be inspired.

On teaching

Teaching is one of the great professions....because it is unselfish sharing....to hand on better tools to live with....I've been a teacher all my life....I want to be a teacher...

My opinion of what a teacher is says that personality....is more important....than any content he or she teaches. The personality that says, "I care about you, I care whether you learn this or not, I think that this is important for you....

NEW CAREERS APPROACH TO EDUCATION

Frank Riessman
New Careers Development Center
New York University

The theme of this address, October 9, 1969, was that paraprofessionals should be used in training roles in education.

CHAPTER IV

STATEMENT OF GOALS OF ADULT BASIC EDUCATION IN CORRECTIONAL SETTINGS: CONFERENCE PRODUCT

Rationale

The identification of goals and synthesis of individual goals into a structural whole must derive from consideration of basic assumptions about the nature of goals, the definition of adult basic education and the mission of corrections.

Goals derive from analysis of the social systems and identification of needs of individuals in the system. Goals of adult basic education in correctional settings reflect both purpose and philosophy of adult basic education and the penal system. Goals implement needs of individuals within the system.

Adult basic education means education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their inability to get or retain employment, commensurate with their real ability. Adult basic education is designed to help eliminate these inabilities and to raise the level of education of educationally and socially deficient individuals to make them less likely to be dependent on others. Adult basic education aims to help these adults by improving their ability to benefit from occupational, social and academic training, to increase their opportunities for more productive and profitable employment.

Adult basic education is education designed to meet the needs of educationally and socially deprived adult to make them better able to meet their adult responsibilities. All persons have basic needs, the need to know, the need to relate, the need to work, and the need to contribute. From these needs goals of adult basic education can be derived. Through the process of adult basic education, individuals who are denied opportunity for meeting their adult responsibilities because of deficiencies in speaking, reading, or writing the English language can be helped to become fully functioning individuals.

Goals of adult basic education may support a national mission of corrections , a 70% decrease in a 10-year period in the number of cases convicted of crimes against society.

Analysis

The efforts of each of the five Task Groups are graphically described in Figure 2 (Summaries of Task Group Reports one given in Appendix F). Clearly, this is a simplification of these efforts but it does reveal commonalities and differences in group perception. For example, two Groups specifically identified alcoholism and addiction as mental or health matters; the other groups were not specific. In a number of situations, overlapping occurred and the goal appeared to fall into several goal areas. By the end of the Conference, it became possible to synthesize these goals into four cohesive and structurally independent goals shown in Figure 2.

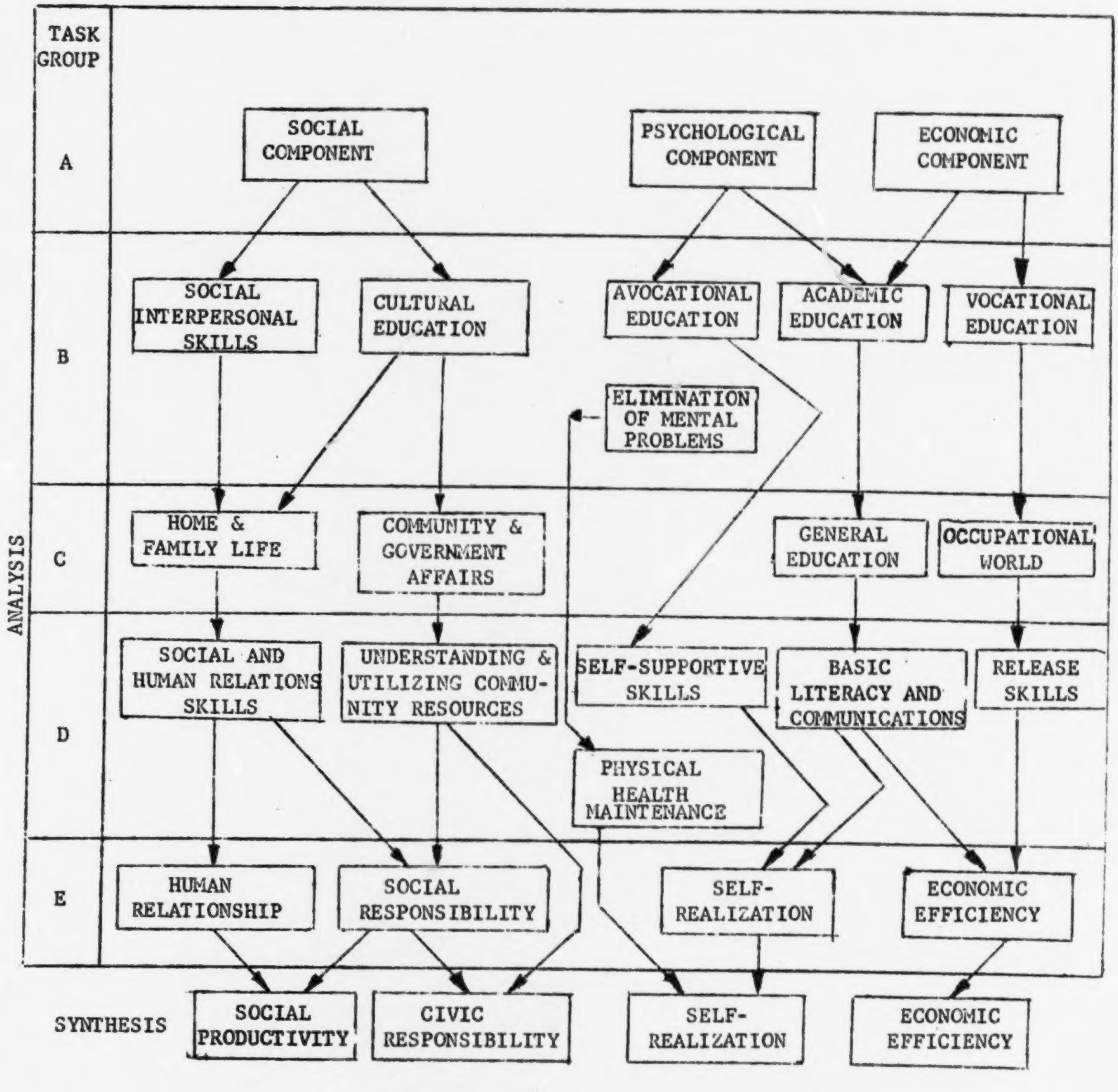
TASK GROUP
A
B
C
D
E
ANALYSIS
SYNTHESIS
SOCIAL COMPONENT
PSYCHOLOGICAL COMPONENT
ECONOMIC COMPONENT
SOCIAL INTERPERSONAL SKILLS
CULTURAL EDUCATION
AVOCATIONAL EDUCATION
ACADEMIC EDUCATION
VOCATIONAL EDUCATION
ELIMINATION OF MENTAL PROBLEMS
HOME & FAMILY LIFE
COMMUNITY & GOVERNMENT AFFAIRS
GENERAL EDUCATION
OCCUPATIONAL WORLD
SOCIAL AND HUMAN RELATIONS SKILLS
UNDERSTANDING & UTILIZING COMMUNITY RESOURCES
SELF-SUPPORTIVE SKILLS
BASIC LITERACY AND COMMUNICATIONS
RELEASE SKILLS
PHYSICAL HEALTH MAINTENANCE
HUMAN RELATIONSHIP
SOCIAL RESPONSIBILITY
SELF-REALIZATION
ECONOMIC EFFICIENCY
SOCIAL PRODUCTIVITY
CIVIC RESPONSIBILITY
SELF-REALIZATION
ECONOMIC EFFICIENCY

FIGURE 2. ANALYSIS OF TASK GROUP GOAL IDENTIFICATION AND SYNTHESIS INTO FOUR MAJOR GOAL CATEGORIES

Synthesis

The goals of ABEC as defined by members of the Conference are:

- self-realization
- social productivity
- economic efficiency
- civic responsibility

Self-realization

(1) definition - acquisition of basic knowledge about health, nutrition and leisure time, and development of literacy and communications skills

(2) criterion - implementation of adult responsibilities and employee responsibilities commensurate with his abilities

(3) sub-goals

a. Acquire communication skills including listening, speaking, reading, spelling, writing, and computing
b. Acquire knowledge about informational systems, including knowing where to get information, how to get information, and how to extract information from various sources
c. Acquire knowledge about and awareness of man as a physical, psychological, and social being
d. Acquire knowledge of opportunities to maximize experiences, interests, and knowledge of strategies for taking advantage of these opportunities
e. Identify and evaluate alternatives and to make decisions on the basis of selecting alternatives in terms of optimum consequences
f. Acquire knowledge of opportunities for leisure and creative expression, and ability to utilize these opportunities
g. Ability to realize value of self as an individual

Social productivity

(1) definition - understand and cope with situations involving other human beings in terms of the realities, expectations and standards of the particular society

(2) sub-goals

a. Establish and maintain satisfying primary relationships
b. Identify and relate to those who are important and to whom one makes a difference

c. Perceive and learn to understand, modify and satisfy the evolving needs of those individuals
d. Acquire responsible self-determination in sexuality, including birth control
e. Engage, develop and effect the most productive and informed use of, and interaction with, resources, facilities, individuals and structures which are available within the operational milieu
f. Act with moderation and within societal bounds in consuming alcohol and legal drugs

Economic efficiency

(1) definition - financially support self and dependents at a living standard above the poverty level without assistance from a private or public agency

(2) sub-goals

a. Manage money and prepare budgets
b. Acquire currently marketable skills
c. Acquire and maintain awareness of job market
d. Understand the career ladder for the particular skill learned and branches to other, related jobs
e. Comprehend the world of work and the dignity of work

Civic responsibility

(1) definition - awareness of, relation to, and participation in neighborhood and local community issues; awareness of political issues at local, county, state and national levels

(2) sub-goals

a. Understand the roles of and equilibrium between such subsystems as welfare, schools, law enforcement
b. Participate in the local decision-making process

Goals in Model Form

The four goals may be viewed in the form of an interactive, cybernetic, flowchart model depicted in Figure 3.

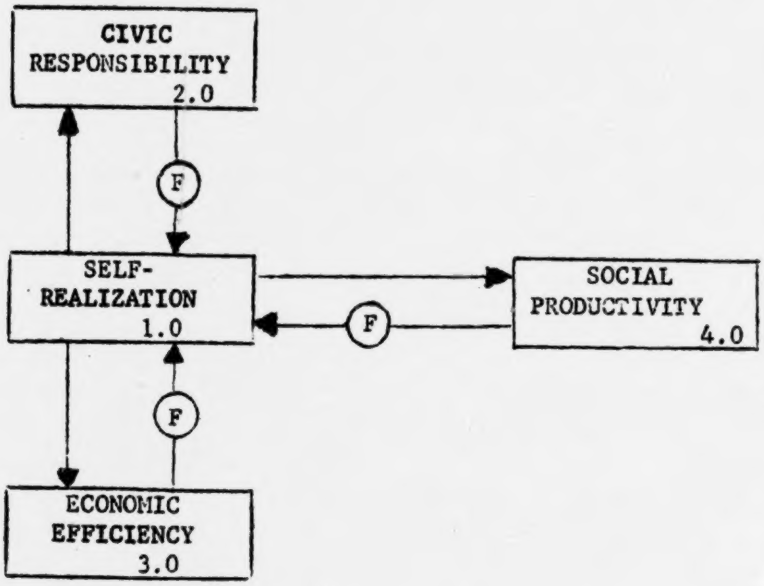

FIGURE 3 GOALS IN MODEL FORM

Self-realization (1.0) is the central element which interacts with the others. Decisions in (1.0) influence (2.0) and the results of this interaction return to (1.0)as feedback and control the outputs of (1.0). These controlled outputs are to (2.0), (3.0) and (4.0). Similarly, (1.0) interacts with (3.0) and the feedback returning to (1.0) in turn controls outputs to (3.0), (2.0) and (4.0). The same is true for the (1.0)⇄(4.0) relationship.

Since (1.0) contains the communication skills of listening, speaking, reading, spelling, writing and computing, it is obvious the outputs of (1.0) are a function of these skills. The gain or amplification of (1.0) as a subsystem is constrained by the degree of effectiveness of these skills. In the same manner, the gain of the other subsystems is related to their sub-goals.

The structural organization of goals presented in Figure 3 is open-ended, and presupposes that through continuing analysis and synthesis new goals may be identified, each major goal can be broken down into an infinite number of sub-goals, and each sub-goal in turn can be broken down into objectives and sub-objectives. The working plan for realizing this sequential breakdown and expansion of goals can be conceptualized as a logical tree, with limits of each ordinate and superordinate = to n + 1.

CHAPTER V

PREVIEW OF A MODEL

T. A. Ryan

This meeting of forward-looking, innovation-oriented thinkers was convened to implement a charge, which a less courageous and less daring group would have called impossible. This group accepted the challenge. Instead of saying, "It cannot be done," this Committee of One Hundred set about with vengeance to work on the task of translating into reality the wish of the Senator from Hawaii, Hiram L. Fong, "May you succeed where many others have failed."

The mission for this Conference was to identify the goals of adult basic education in corrections. This mission was accomplished. The goals have been identified and a mandate has been given to organize these goals in an open ended structure to implement flexibility. This concept of structure encourages updating and change to meet the dynamic times.

These goals, defined by this Committee of One Hundred, set the stage for synthesis of a viable model of adult basic education in corrections which will implement the concept of adult basic education and promote realization of the mission of corrections.

APPENDICES

APPENDIX A

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APPENDIX D

CONFERENCE PROGRAM

TUESDAY, OCTOBER 7
Horseshoe Club

5:00 to 8:00 P.M. Registration
5:00 to 6:50 P.M. No-host Social Hour

WEDNESDAY, OCTOBER 8
Discovery Room

8:00 A.M. - 12:00 NOON MORNING SESSION

Chairman, Garland S. Wollard,
U. S. Bureau of Prisons

Opening Address: Work Conference Objectives and Procedures.
T. A. Ryan, University of Hawaii

Presentation of Summaries of Position Papers on The Goals of Adult Basic Education in Correctional Institutions, from Six Points of View

Presenter. Julie S. Vargas, West Virginia University
Viewpoint of the Behavioral Scientist

Presenter. Gisela Konopka, Univesity of Minnesota
Viewpoint of the Social Scientist

Presenters. Jacob J. Kaufman, Pennsylvania State University, and
Kenneth H. Neagle, U.S. Bureau of Prisons
Viewpoint of the Economist

Presenter. Frank H. Cassell, Northwestern University
Viewpoint of the Businessman

Presenter. David T. Christian, Cleveland, Ohio
Viewpoint of the Offender

Presenter. Alfred E. Warren, Jr., Washington, D.C.
Viewpoint of the Offender

Audience Participation

Task Group Assignment. T. A. Ryan

WEDNESDAY, OCTOBER 8

1:00 P.M. TASK GROUP MEETINGS

Five Task Groups meet to develop Goals of Adult Basic Education in Correctional Settings

Group A Leader. Paul W. Keve, Minnesota State Department of Corrections.

Group B Leader. James E. Murphy, Ashland Kentucky Federal Youth Center.

Group C Leader. Sylvia G. McCollum, U.S. Bureau of Health, Education and Welfare.

Group D Leader. James C. Jacks, U.S. Department of Health, Education and Welfare.

Group E Leader. W. DeHomer Waller, Connecticut State Department of Corrections.

4:00 P.M. AFTERNOON SESSION
Discovery Room

Chairman, Mary N. Hilton, Women's Bureau, U.S. Department of Labor

Task Group Reports

6:30 P.M. BANQUET SESSION
Jimmy Durante Room B

Welcome. Peter Bensinger, Director-Designate, Illinois State Department of Corrections.

Greetings. Eldon M. Schultz, Regional Program Officer, U.S. Office of Education.

Greetings. The Honorable Patsy T. Mink, Member of the Congress, State of Hawaii.

Greetings. The Honorable Roman C. Pucinski, Member of the Congress, State of Illinois.

Greetings. The Honorable Hiram L. Fong, Member of the Congress, State of Hawaii.

WEDNESDAY, OCTOBER 8
Banquet Session (continued)

Introduction of Keynote Speaker. Philip S. Holzman, Professor of Psychoanalysis, Department of Psychiatry, School of Medicine, University of Chicago.

Address. What Is A Teacher? Karl Menninger, M. D.

THURSDAY, OCTOBER 9

8:30 - 9:45 A.M. MORNING SESSION
Discovery Room

Chairman, Jules M. Zimmer,
University of Massachusetts

Address. The New Careers Approach to Education
Frank Riessman, Director, New Careers
Development Center, New York University

10:15 A.M. - 2:00 P.M. TASK GROUP MEETINGS

Five Task Groups meet to complete Statement of Goals of Adult Basic Education in Correctional Settings.

Group A Leader	Paul W. Keve
Group B Leader	James E. Murphy
Group C Leader	Sylvia G. McCollum
Group D Leader	James C. Jacks
Group E Leader	W. DeHomer Waller

2:00 - 3:00 P.M. AFTERNOON SESSION
Discovery Room

Chairman, Mary Irene Pendell, Adult
Education Branch, U.S. Office of Education

Presentation of Final Conference Report: Statement of Goals of Adult Basic Education in Correctional Settings.

Task Group Reporters

Closing Remarks. T. A. Ryan

Adjournment. 3:00 P.M.

APPENDIX E

POSITION PAPERS

GOALS OF ADULT BASIC EDUCATION IN CORRECTIONAL INSTITUTIONS:

VIEWPOINT OF THE OFFENDER

by

Alfred E. Warren, Jr.
Washington, D. C.

Prepared for
A National Work Conference
on
The Role of Adult Basic Education in Corrections

Conducted by
Education Research and Development Center
University of Hawaii
Honolulu, Hawaii

Under grant from
U. S. Office of Education
Washington, D. C.

Arlington Heights, Illinois

October 7, 8, & 9, 1969

GOALS OF ADULT BASIC EDUCATION IN CORRECTIONAL INSTITUTIONS: VIEWPOINT OF THE OFFENDER

My confinement at the Lorton Reformatory, and its Youth Center facility administered by the D.C. Department of Corrections taught me many things. Tales that one hears never really believing, stories one reads still not wanting to believe, are not just legends or fiction, but real. No doubt some of them are exaggerated but, there is more than a grain of truth in all of them.

One deficiency that exists in the Nation's penal institutions, certainly in the ones where I was confined, and which should be focused on much more critically, is the problem of poorly administered and ineffective education programs. Educational programs are dreaded by most inmates, the majority of whom are school dropouts who have misconceptions and fears about learning. Few institutional programs are designed and conducted in such a way as to overcome this apprehension and to address the inmates' need. Poor planning and inexperienced and often disinterested staff best describe the typical institutional education program.

So I ask the questions, "what should be the goal of correctional education programs?" and "how can this goal best be achieved?" The answer to the first question seems to me to be obvious. If, as I have been told, imprisonment is for the purpose of rehabilitation, then the objective of an education program must be to prepare inmates for their release.

When an inmate first arrives at a penitentiary or reformatory, he goes through a period of what is called "orientation." In most institutions inmates are confined in special quarters during this process, and are rarely allowed to mingle with the general population. Most inmates tend to set their goals here as to how they are going to do their time. Here is where behavioral patterns are set. All events that happen during this orientation period play major parts in the inmates acceptance of the whole institution set-up, and the value he places on himself.

Orientation should be geared to awaken the person's mind, open his eyes, rid him of that fear of learning and the complexes he already has. Give him real support and eliminate his inhibitions about education. Here is where he is tested and tested and re-tested to determine vocational skills, academic ability, his mental status. He shouldn't be taken for granted if he is less than average and labeled that he can't be helped and placed in a dead-end task. No, that is unfair and wrong, but give him opportunities he has never had before.

The psychiatrist and psychologists play an important role in this phase. The inmate can have serious emotional problems which hinder him in his mental growth which can be directly resulting in his not being capable of learning--though he may have the feel and hunger for education.

When I was confined in the Lorton Reformatory before being transferred to its Youth Center, I was in the habit of observing the guys every evening as they sat on their beds, smoking what probably was their third or fourth pack that day, some writing hometo their families and loved ones, some writing affavidits, appeals, trying to get a new trial, their sentence reduced, asking for acquittals, and still some were just lying on their bunks looking up at the dormitory ceiling which looks like the top of an old barn, I wondered what was running through their minds. Thencomes mail call and no one calls his name. There is probably a good reason for it, but that doesn't help much. The doubts that come during the night are noted for the disabling effect they have upon ones emotional stability. That terrible feeling that no one cares, that if they are thought of, it is only for a moment and then shrugged off. After endless nights of such emotional stress, and the days spend waiting for what never comes, what incentive is there to make men continue in the face of futility? What kind of hope is there for the man who cannot afford to hope any longer or has had all his hopes destroyed?

I cannot believe that wives, sweethearts, children, parents, brothers and sisters, even society, neglect these men by intent; quite the contrary.

My intentions here aren't to rationalize any man's guilt, but it does not excuse the guilt of society.

The man is being punished by just being there, is it necessary to impose greater hardships? I am certain if there is any sense of love between fellow man, an honest answer can only indicate there is a greater guilt to be borne by the people.

I remember when I was placed in the academic school at the Lorton Youth Center, the class seemed alright on paper, but after being in the classroom for ten minutes, I began to realize it was a waste. The teacher for one had no control over the class. He didn't seem to get across teaching or otherwise. After about a week of this, I approached him and said I felt I wasn't really learning anything, and would he please take time with me and help me because this happened to be my weaker subject. I wanted to be taught just how to do this work. He replied by saying he didn't have the time to take me aside and teach me special skills. Attitudes like this have no place in a correctional setting, especially not in education. I merely wanted him to "teach" me.

This was a change for me because when I went to public school nothing seemed exciting, nothing seemed worth while learning. It was then I thought about something to do just to keep me off the streets. The whole learning system was a bore. The materials weren't modern or sufficient enough to attract interest. There were those who just didn't seem to have the least bit incentive or hunger for knowledge and if this was learning there wasn't anything stimulate the mind or to spark an interest towards learning. I had just enough interest and made just enough effort to get by.

The public school staff had what seemed to me very little interest in their pupils. There were always conflicts arising with parents and teachers over their kids. The system of the public schools just didn't project the extra something it needed to get over to the students.

To speak of going to school all I could think of was to be sitting up in a hot class room all day listening to some dried up old lady or some loud mouth old man rave and rant about my not paying attention and that I "ain't never going to amount to nothing." Then came the punishment, that I writing sentences like "I must pay attention," a thousand times or standing in the corner. Little did they know that just sitting there was enough punishment for me. There was that certain something missing between teacher and student that should have been present to attract me to learn and make me want to learn. There was no attraction. I remember I had some very pretty teachers but even they weren't enough to make me want to stay in class.

One of the main goals of basic education in correctional settings should be to equipp the offender educationally and socially that he doesn't return to society the way he left. Have the inmate aware of his talents and skills, whether they be limited or not, so he may feel the need and necessity of education. By the time he leaves the institution he should have acquired a meaningful and gainful trade and the G.E.D. He needn't any longer feel self-conscious or ill-equipped to find a job. The stigma of being an ex-con shouldn't hinder him. Socially he should feel fewer hostilities and have developed new attitudes, realistic values and convictions.

Treatment and Training are the two key words which should be instituted by all institutions, not punishment and idleness. When these two goals are established they automatically call for the inmates needs which is largely education. Base the treatment and training on education. I feel it is very unfair to treat all for one, one must consider each man's individual needs. Set up an educational program for him that is to his liking concentrate on his needs, whether they be academic or vocational.

A goal that should be employed is that every person that resides in a penal institutions is capable of learning and earn a high school diploma. This can be done by taking the GED because to have your GED is like to say I am at least half way there. I have successfully completed twelve years of basic education. I am in the position to at least qualify for many jobs. But yet, qualifications are beginning to rise, you must now have your diploma and at least two or three years experience in whatever your're applying for or some other related experiences. But the diploma does open the door to you for many a job.

To further one education, college preparatory courses should be made available. A complete college curriculum should be in operation in the Correctional Institution. Here community resources and involvement can play an important role. I had an opportunity to get my GED while confined, but I had no motivation, nothing to really boost me to think of its value. After being released and working on the present job where I am now employed, I began to take private tutoring supplied by the organization I work for and acquired my high school equivalency diploma.

I was very happy and experienced a warm pleasurable feeling, my high school diploma earned a raise for me. Frankly I don't believe I would have received it while confined in the Lorton Reformatory because of the terrible, impersonal education region.

All that is asked for is a bit of consideration. Consideration that you yourself expect. And this can come with outside involvement. Civic Groups, Clubs, Organizations, Volunteers to come into the Prison confines and work with the inmates. Tutor those that are exceptionally slow and retarded in learning. Establish within them a degree of security and mobility. Plan excursions, educational trips. What is accomplished by isolating the inmate from the very society he will eventually be released to. The fact that he is in the institution is punishment enough. Focus your work to re-direct his goals, not devising means of making him uncomfortable. Yes, the community can be very instrumental in setting goals in Adult Basic Education. The inmate really wants help but the stigma and project of correctional staff oftentimes make it very difficult for him to ask. He wants the people to show him that they care, to instill confidence and hope in him, not to treat him like a mechanical robot. You just don't program people like that. It's impossible to computerize people or expect for them to react like an IBM machine. Human warmth, understanding and giving is the fuel to generate responsiveness by people.

Ask yourself this question "Why does one want to learn," A simple question like that is not always easy to answer. It brings many things to mind. Is it because it is part of mans probing mind and instinctive drives, is it just one of those things we do, and have always taken for granted, sort of like the unwritten law, or the handwriting on the wall, is it just there? what does education mean, what does it mean to be educated?

From my point of view education is learning and acquiring what we percieve to be the factors governing us as civilized humans beings. With this definition it seems almost instinctive to have a desire for knowledge. A probing mind broadens our scope and makes us seek greater knowledge and wisdom.

Of course there are those that will learn much more than the basics, but its the inquiring mind, interest in things, in people, in places which creates the foundation for reaching ones limits.

An institution must have a well equipped school to maintain a solid educational program. The latest equipment that makes learning fun, easy and interesting, text books that are neither dull or too heavy, but exciting and stimulating, yet plain and simple.

A well planned ciriculum is very helpful. The schedule should not be dull or monotnous, but varied and geared to a young mans needs. For those that are rather slow, give them the major subjects they absolutely need like Math and

English. Other subjects can be given but only as a second preference to fill a person's schedule. One thing that should be essential is full-time school. A person with a major should have one half day to be in that class and the remainder should have one half day in other major subjects such as English, Math, History or Science.

Whatever the subject the school should be equipped with the most easy, simplest, and modern devices to teach the students. The Library should be equipped with every type references man can have. An experienced Librain should be there to run it.

There are three basic categories I feel the school should have:

(1) academic preparation

(2) vocational training

(3) social expectations

These three catagories should have realistic goals, provide a man with skills he can use once he leaves the institution.

To bring about change is a goal I feel should be set. Too long inmates have been burdered with problems existing with their loves ones, their families, with problems arising within the confines of the intitution. All these tend to deter the persons mind and plays a negative part with his intentions. I know all of these things can't be helped, but an interested staff at the institution should be able to instill into an inmate, incentives. They should be able to have the inmate population respond in their own best interest. These people should be interested in their fellowman rather than their position as merely a job, people who can communicate. They should be able to stimulate interest and develop their traits to the utmost. they should be able to realize that to make a mistake is only human, but to forgive is devine, add above all to feel in their hearts the needs of others.

About those nights I have referred to, well; who has known a lonely night sometimes? every has at least once. But have you known them night after night, day after day, month after month, year and years? I hope, and sincerely to the bone, never to be forced into a situation that will make me responsible for such a terrible thing.

and this too shall pass.............................Amen

GOALS OF ADULT BASIC EDUCATION IN CORRECTIONAL INSTITUTIONS:

VIEWPOINT OF THE OFFENDER

by

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Prepared for
A National Work Conference
on
The Role of Adult Basic Education in Corrections

Conducted by
Education Research and Development Center
University of Hawaii
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Under grant from
U. S. Office of Education
Washington, D. C.

Arlington Heights, Illinois

October 7, 8, & 9, 1969

Preface

When Dr. Ryan presented me with the opportunity to express my views on the goals of an adult basic education in a correctional setting, I was, to put it mildly, pleased to accept her offer. During the latter stages of my somewhat long career as an active delinquent and active adult felon, and through the subsequent time spent as a student of correctional science, I have held the opinion that if there was any major answer to the problems of adult corrections, it was to be found in the form of a wide-range educational program.

The program I have outlined in this paper is presented as an ideal. I am fully cognizant of the many problems that would be met in its implementation, but I have given no space to them here because I feel them to be outside the scope of the subject.

I apologize to the academicians for the lack of foot-noting and bibliography. Sykes, Glaser, Wreckless, Clemmer, Sutherland, Cressey, and many others have published many works which reinforce the views presented here. I did not use their views and thoughts (with the exception of reference to Glaser's findings relative to education and recidivism), because Dr. Ryan requested my own feelings on the subject. The opinions and statements presented here are based on my knowledge of offenders, gain from having known and observed literally thousands, and from conversations on the subject of corrections with hundreds of those offenders.

If I am vague in some sections of the presentation, it is because I don't feel that I am an authority in those areas, and not because I don't feel them worthy of elaboration.

I would like to thank Dr. Ryan for requesting this paper. I am somewhat cynical about corrections program improvement projects, but in this case I believe that Dr. Ryan will, after the project is finished, present corrections with a valid and worthwhile program.

I would also like to thank my wife, Marie, who is a very patient English major. If this paper is in poor form, it is because of my overriding her objections, rather than from a lack of advice and assistance on her part.

A General Statement of Goals

In today's rapidly advancing world, the term "basic education" must be interpreted to mean a high school education. Sociologically, when considering basic education, the socialization of the individual must be considered as being a part of that basic education, for the major part of the socialization of the individual takes place in the home-school milieu.

In the case of corrections, the goal should be to bring about behavioral changes in the offender so that, after having been processed, the offender will be capable of interacting with and reacting to society in a manner not likely to be perceived as deviant. In other words, the goal of corrections is the ultimate "resocialization" of the offender.

Therefore, when applied in a correctional setting, an adult basic education program must concern itself not only with the providing of a functional literacy, but must also strive toward assisting in the re-socialization of the offender. Thus, the general goal of adult basic education in a correctional setting (hereafter referred to as ABEC) might be stated as follows: to furnish to the offender whatever education necessary for the establishment of a foundation upon which can be based future operation as a mentally efficient, economically self-sufficient, and socially productive individual.

Some Specific Considerations

If ABEC is to accomplish the goal stated above, it must include four basic areas:

Social Education. The offender should be taught the basic workings of society's organizations and institutions. It has been my experience that few offenders accurately understand the structure of the society in which they live. I believe that if given the knowledge of society, the offender would understand what society expects of him, would know what rewards were to be gained by conforming behavior, and be more likely to interact in acceptable ways.

Consideration must be given to the type of course materials used, and to the teaching methodology, so as to not provide the offender with a vocabulary of what might be called acceptable answers and reactions, while at the same time leaving the offender prepared to cope with such social situations as proper primary and secondary interactions, leisure time involvement, employment interviews, organizational politics, bureaucratic structure, and other basic knowledge necessary for acceptable interaction.

Psychological Education. It is difficult to say to what extent this should be carried or along what lines it should be approached. I do believe that most offenders have a somewhat slanted view of themselves and the people around them. I believe that if most offenders were given an education in practical psychology, they would be able to understand both their feelings and reactions and those of the people around them. This is particularly important to the offender because of the frustrations which are a large part of life when living the role of "ex-convict," and if the offender better understood the causes of the reactions which are responsible for the frustrations, he would be more able to control his own feelings and reactions, and hence act in a less self-destructive manner.

As in the case of social education, attention must be given to not furnishing a vocabulary of answers while working toward the goal outlined above.

Academic Education. The academic education must work toward the goal of providing for the offender a functional literacy and teaching a mental efficiency, but it must do so along different methodological lines than those followed in a non-correctional environment.

The program must start at whatever level the offender is capable of functioning, and work toward optimum skill levels determined by the subject's ability, aspirations, and potential. While doing this, it must take into account the many factors not ordinarily encountered in a basic education process, such as the extremely low level of intellectural stimuli in the offender's former environment, and the probable aversion built up within the offender toward any form of programmed education.

Due to the time span over which the average offender is available to the education staff, the course of study must be of a practical sort, concentrating first on functional literacy, and then moving on to more sophisticated areas.

Vocational Education. Vocational education occupies the paradoxical position of being perhaps the most important phase of the ABEC program and the last step to be implemented. It is chronologically last only because, at this time, it is the easiest type of education for the offender to obtain after his release from incarceration.

The vocational goals of the ABEC program should be; first, to make the vocational education as relevant to the offender as possible, both from the standpoint of aptitude, aspirations, and capabilities, and from the standpoint of the offender's former and future environments; second, to make the education as current as possible, continually updating methodology and equipment; and third, to not limit the education available to the offender to the manual trades, as has been the practice in the past.

Additional Goal Considerations

ABEC must be a continuing program, not limited to the correctional environment, but freely and easily available to the offender after his release. This is a particularly important consideration of the ABEC program because of the transient incarceration of the average offender. Most men are not incarcerated long enough to complete a program of the type thus far outlined, and Daniel Glaser, in his book The Effectiveness of a Prison and Parole System, shows evidence to indicate that inmate students who have been enrolled in educational programs for only a short time prior to release may have a significantly higher recidivism rate than their non-student counterparts. He goes on to suggest that this may be due to the offender's over-estimation of the resulting disappointment and frustration when he finds that his level of education does not correspond to his level of aspiration.[1]

It has been my experience that many released offenders have wished to continue the education they began while incarcerated, but were unable to do so due to parole requirements, financial problems, and similar considerations. Glaser, in the work previously mentioned, shows information to indicate that long term students have a significantly lower recidivism rate than either non-students or short-term students.[2] This fact alone is a very strong indicator that ABEC, if a continuing process, would do something towards assisting corrections, in general, in reaching its goal.

Another consideration of the ABEC program, particularly in the case of the short-term offender, should be the building of a relationship between educational endeavor and future social success, thus offering an incentive to take advantage of continuing education possibilities after release. At present, the primary incentive offered the offender consists of a promise of favorable consideration from the parole authority or a better set of privileges than is available to the non-student. While these incentives are particularly powerful within the correction agency, they are only short-term incentives, losing their power as soon as the offender is paroled or when he is refused parole in spite of having been involved in the educational program. If ABEC is to hold the offender's attention long enough to begin to bring about the necessary behavioral changes, it must convince the offender that there are long-term rewards to be gained by making the changes.

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[1] Daniel Glaser, The Effectiveness of a Prison and Parole System (New York: Bobbs-Merrill Company, Inc. 1964) pp. 275-276.

[2] Ibid., pp. 273-83.

Provision should be made for all offenders to receive the social and psychological sections of the program, for these are the most important sections of the program in regard to the establishment of long-range incentive and starting the behavioral change process. These sections should be designed in such a way that both literate and illiterate offenders could take part.

When considering the academic portion of the program, ABEC designers must consider using somewhat unorthodox methodology in order to teach the average offender. Most offenders have a built-in aversion to education that stems from such factors as lack of intellectual stimuli in the former environment, past lack of success in academic endeavor due to poor school systems, and the low level of priority assigned to educational achievement in lower socio-economic environments. Materials that would not be used in an educational program, but that the inmate can identify with, can be used to initiate the process of learning, and then the program can shift to the more sophisticated types of materials. For instance, a reading course could use popular novels and comic books, and then proceed through better novels to the classics.

I would like to stress again the importance of certain aspects of the vocational program, particularly relevance and currency.

When considering the placement of an offender in a vocational education, the program must first consider the type of environment the offender will be released to, and the offender's capabilities, aspirations, and potential. It does little good to place an offender on a prison farm if that offender is to be released to an urban environment. It is of no use to a parolee to be skilled in furniture production, or printing, if the area into which he will be released has little call for furniture makers or printers. By the same token, it means little if a man is trained to be a machinist, if the training has been given on outmoded machinery and the offender cannot operate modern machine tools. If a man is to be released to a rural environment, he should be given rural skills, making him a good farmer, capable of scientific agriculture. If he comes from a rural background, but desires to be released to an urban environment, then he should be prepared to survive in the urban setting.

A major problem of the penal system as it exists, and one very relevant to parts of the ABEC program, is the problem of filling the so-called service jobs: cooks, sweepers, and so on. Many inmates today are assigned to this type of job, which contributes, in most cases, absolutely nothing to the re-socialization of the offender. I suggest that these jobs could be filled by offenders who were occupied with the social and psychological portions of the program, and by those few offenders who were suited to that type of occupation. The use of social and psychological students in the service job would also contribute to the building of the earlier mentioned psychological relationship between learning and reward, by virtue of the contrast between the life lived by the service workers and the more privileged and comfortable life led by the inmates taking part in the academic and vocational programs.

Yet another goal of the vocational portion of ABEC is to not be a limited program. It has long been the practice to train offenders only in the manual trades, or at best in some phase of clerk/typist or secretarial work. The assumption responsible for this practice--that the offender was mentally capable for little else--has long been disproven; but the penal system, for the most part, has not changed its approach. Every effort should be made to offer to the offender a full range of vocation programs, including semi-professional and highly technical fields.

Summary and Conclusion

An adult basic education course in a correctional setting must have as its prime goal the re-socialization of the offender, so that the offender will become a mentally efficient, economically self-sufficient, and socially productive individual.

It must have four areas of concentration: social, to teach the offender to operate within the limits set down for all persons; psychological, to help the offender to understand himself and others and thus act and react in a rational and non-self-destructive manner; academic, to furnish the necessary skills upon which the offender may base future living and academic and vocational education; and vocational, to prepare the offender to become productive.

It must be a program that the offender can easily continue after release from the corrections agency, and it need not limit itself to the corrections agency, but should be available to those who have been convicted but not incarcerated, or offenders paroled before its inception.

It should concern itself with other aspects of the penal environment not directly related to it, but having influence upon its outcome and effectiveness, such as living conditions and the work assignments of the offenders taking part in the program.

Finally, it should concern itself with teaching the offender that adherence to the norms and mores of the society will result in a rewarding life.

GOALS OF ADULT BASIC EDUCATION IN CORRECTIONAL INSTITUTIONS:

VIEWPOINT OF THE SOCIAL SCIENTIST

by

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GOALS OF ADULT BASIC EDUCATION IN CORRECTIONAL INSTITUTIONS: VIEWPOINT OF THE SOCIAL SCIENTIST

The Concept of adult basic education. This paper is addressed to the question, "What should be the goals of adult basic education in correctional institutions?" The answer to this question is neither simple to state nor easy to achieve in face of constraints imposed by historical precedent, social organization, and political pressures. Any attempt to define goals for education in correctional settings must start from an explication of the meaning of education and build upon consideration of the realities and ideals of the penal system. Let us first look to the concept of adult basic education.

When we talk of "education" we are thinking of a process of bringing about changes in behaviors of individuals--changes which will be reflected in new or modified knowledges, skills, attitudes. We have in mind changes which will be manifested in personal growth and development of the individual and implemented in his participation and productivity in the community. The concept of adult basic education must go beyond the notion of "3-R's for adults." We cannot afford to think solely in terms of subject matter, at the cost of neglecting needs of the person. Adult basic education must be conceptualized as a way of education, a way of bringing about the changes in behaviors of educationally and socially deprived adults to better equip them for achieving the kind of personal growth and social development to make them fully productive participating members of the community.

Let us turn now to adult basic education in correctional institutions, looking first to the realities and ideals which undergird our penal systems.

Realities and ideals of our penal systems. In a book called "Prisons in Israel" Joseph Eaton writes:

> The development of penal policy (in Israel) has also been affected by the fact that many citizens have experienced the role of outcast. Israel probably has the highest concentration of population in the world of persons who have been imprisoned for religious or political reasons. (Joseph W. Eaton, "Prisons in Israel," University of Pittsburgh Press, 1964, p. 6)

The major philosophy behind the penal system in Israel is influenced by this personal experience of its administrators. They know what it does to a person to be deprived of freedom, to be totally dependent, to have no voice in one's own destiny. They have learned that respect for the human being is the precondition for helping a person to change. It simply cannot be achieved otherwise. Without this respect for human dignity, education is an impossibility.

The demand for "human dignity" to be accorded to everyone, even the offender, is not just the request of sentimentalists. It is based on increasing knowledge of human beings. Without it, change toward improvement is impossible. If it is not accorded, the person maintains his hatred or gets worse. Only the highly motivated ones, those who are imprisoned because of deep religious or ethical convictions, may withstand an assault on their dignity. It is considered inconceivable to disregard modern knowledge of physics or chemistry. Yet in the penal system established knowledge of human dynamics too frequently is disregarded.

Denial of self-respect produces hate or increases it. This hate may turn against the one who denies it, a guard, for instance. Yet if this person is too dangerous or too powerful, the hate may turn against the inmate himself or against others less powerful, or against both.

The turning against oneself is expressed in suicide or complete deterioration, an "I don't care" attitude. The second is expressed through misuse of other inmates, physical attacks, and denunciations against them. The third one, a combination of both, produces the "I am not worth anything and you are not worth anything either, so I'll drag you down" attitude. We do not need new studies to prove those mechanisms. Selma Fraiberg wrote:

> "The events of the past thirty years have created a kind of monstrous laboratory for the study of the enslavement of the human ego. The Moscow Trials confronted us with the spectacle of a man who had been brought into morbid alliance with his own persecutors, a man who confessed to crimes he had never committed, professed beliefs that negated his own history, and held "truths" that contradicted the evidence of his own senses. In an ecstasy of self-abomination many of these accused men demanded the extreme penalty from their judges. Later, we learned through Hitler's concentration camps that systematic terror and degradation can strip personality to its naked foundations, that hunger and extreme peril can enslave a man to his persecutors, and that when the work of enslavement is completed the rags of personality can be made over so that a man finally comes to resemble his own jailers." (Selma Fraiberg, "The Science of Thought Control," Commentary, May 1962, p. 1)

The "jailers" in this particular period were brutal criminals and so the identification occurred with the worst. The Nazis in their fiendish way of using psychological knowledge did not just brutalize prisoners; they made the destruction of self respect a major aim of their "treatment": prisoners were not allowed to help others. They were forced to insult others, thus violating a basic need of the human being to reach out to others.

They never referred to a prisoner by name but only by number. Again the anonymity of the number destroyed the feeling of being a person.

Fraiberg, who based some of her remarks on Bruno Bettelheim's studies of concentration camps, added how the Nazis reduced men to feeling like children when they had to act under constant threat of punishment or do nonsensical work.

One of the worst results was the impotent rage because "the prisoner soon learned that there was no possibility of asserting his individual will or influencing his environment through his own actions."

Modern prison systems certainly do not use the same inhuman treatment as the Nazis but their often bleak, unimaginative and "traditional" approach still contains similar ingredients.

We talk about penal institutions and prisons as rehabilitation facilities and correctional institutions. Let us look first at where these institutions are, and how the general public and many professionals view them.

Most correctional institutions are located in rural areas. They are removed from the centers of professional services. Sentence to an institution is usually expressed in terms of "he or she must be removed from the community." We talk about "return to the community" when the inmate is released from the institution.

What does all this mean? It means the intentional "casting out" of a human being. The only parallel we have of similar treatment is in the leper colonies.

The "casting out" concept is based on the long and disastrous history of corrections and delinquency institutions. It is also related to the common historical concept of delinquency as a willful act committed by a "bad" person.

In ancient times, the treatment of the adult or juvenile delinquent was based on the accepted concept of retaliation. There were no correctional institutions. Retaliation meant physical punishment supposedly in keeping with the deed (cutting off the hand of a thief or mutilating a person if he had hurt another). At other times, retaliation meant the offender's compensating the victim or his relatives. Thirdly, there was banishment, such as slavery in the galleys of Greek ships. Until nearly modern times, some European countries transported criminals to colonies for penal services or placed them on penal islands, such as the famous Devils Island that France used, or Australia as colonized by the English. Here are the roots of "casting out."

Imprisonment was actually used only for detention in those periods. We know that the early Christians were kept in Roman catacombs, less as a punishment than to prevent them from proselytizing among the population.

In the Middle Ages the concept of correctional institutions was related to the philosophy of the Church in relation to man. The church did not necessarily ask for punishment but it did ask for penance. Early prisons resembled monastaries, with their cells, bare cots, and the occasional flagellation. (Is it not strange and tragic that we are still using the same forms in the 20th century?)

Protestantism stressed hard work as necessary for redemption and so the concept of "work," especially "hard labor," entered these institutions. Many of the practices that we still find in both adult and juvenile institutions had their origin in the way religious groups saw the road to redemption. The silent system, which is still observed in some institutions, especially at meals, and the continued use of solitary confinement (to "give them time to think") stems from the view of the gentle Quakers who saw silence as essential to salvation.

Removal from the community was, therefore, only partially based on the wish to punish the individual. In those times it was seen as the only way to protect society from dangerous elements and to redeem the individual for an eternal life.

The Industrial Revolution brought some other aspects. Correctional institutions were the source of cheap labor and high profits for producers who used inmates to help keep down the rising labor movement with its demand for higher wages.

At the same time, the expanding economy demanded that such institutions become self-supporting. This meant that in a rural country such as the United States, institutions had to have farms and produce their own food. We still have both adult and juvenile institutions which have an adjoining farm, though for several decades we have known that such work does little for the rehabilitation of city dwellers.

Another strong influence on institutions was the form of military discipline brought into perfection by the Prussian system in the late 18th century. The Prussian court developed a highly disciplined army out of a conglomeration of a mass of people, mainly in two ways:

1. A total obliteration of individuality by the utmost uniformity--clothing, long rows of beds, drill.

2. By the maximum use of fear as a motivating force--severe beating, incarceration, isolation.

All demanded total obedience to absolute authority.

Reform has come slowly but it is much older than some of us think. Karl Menninger recently quoted from the "Statement of Twenty-two Principles," evolved by prison administrators who had met in 1870 to discuss their common problems. Among these principles were:

> "Reformation, not vindictive suffering, should be the purpose of the penal treatment of prisoners.
>
> The prisoner should be made to realize that his destiny is in his own hands.
>
> Prison discipline should be such as to gain the will of the prisoner and conserve his self-respect.
>
> The aim of the prison should be to make industrious, free men rather than orderly and obedient prisoners."

These principles certainly would be considered part of modern penology today. Yet, the eggshells of earlier penal practices hang on. There are still degrading practices:

> "When I was placed in a detention center, I was told to strip and take a shower. I had to do it in the presence of the matron and two male attendants," explains a girl.

A young man writes in a letter from one of our prisons:

> "Perhaps I am guilty of overgeneralization, but out of the context of my current environment it is my observation and guarded conclusion that, for the most part at any rate a 'Holier Than Thou' philosophy seems to be characteristic of the general correctional atmosphere. Needless to say, this enforced 'caste system' between inmates and professional staff is not especially conducive to harmonious relationships. Nor does it breed the trust, confidence and respect that is necessary if any real, worthwhile rehabilitative processes are to be accomplished. Of course, it would be redundant for me to say that this dilemma is strictly confined to the institutional environment. We know that it isn't. I do think, however, that the very nature of confinement tends to intensity rebellious attitudes towards authority and, to a large degree, the reinforcement and exaggeration of pre-existing attitudes are made just that much more chronic. What I'm trying to say is that--you don't train a dog by placing him in a cage and poking sticks at him. I honestly do think that the greatest obstacle to be overcome in the area of corrections is the problem of communication between inmates and staff. I am unable to suggest how this might best be accomplished or what alternatives may be available. What I am able to predict with a certain degree of certainty is that, little progress is likely to be made in the area of inmate-staff relationships until it is recognized that inmates are human beings rather than statistics. Enough said!"

To overcome degradation, a person has to have developed a deep sense of integrity on his own and much self-discipline. Christ could withstand the taunts without retaliation, but even his disciple was provoked to cut off the ear of the taunter.

If this knowledge and experience are available, why do our prison systems not act upon them? The main reasons are the lethargy of human beings which continues an outmoded form of societal institutions unless there is a very strong impetus to change. Added to this is the comfort of the public to have difficult people just "put away" and the very human feelings of revenge. The many more rational explanations given can be so easily disproved in the light of knowledge and experience that they do not stand up.

The goals of adult basic education in correctional settings. The evidence at hand is overwhelming in favor of accepting the demand for human dignity, and building our penal systems to be truly rehabilitative and corrective. Changes can be brought about in the offenders to make them fully functioning persons. The goals of adult basic education are these changes, which must be wrought if the imprisoned are to have the opportunity of becoming socially productive, economically efficient, civically responsible persons in the community. What are these changes?

1. Education for offenders must be community centered and must prepare the individuals for community participation. The reason for this first principle is our present understanding of the nature of the human being as a social being. The central drive of every human being, besides the biological life instinct, is to have meaning, to be someone. This central drive can even overcome the life instinct as we can see in martyrs, in people dedicated to a cause. Alan Paton wrote beautifully about this when he said...

> "To mean something in the world is the deepest hunger of the human soul, deeper than any bodily hunger or thirst, and when a man has lost it he is no longer a man." (Alan Paton, The Long View, Praeger, 1968)

This then means the basic life-giving force of self-respect, of dignity. Self-respect and dignity are not self made. They grow out of human relationships, of the relationship between child and parent, of encounters between young and adult in any other social contact and between peers and colleagues. If self-worth is not nourished by these relationships, the human being loses it and reacts in some very predictable ways:

a. He may withdraw totally into a mental illness, thus turning away from other human beings.

b. He may submit to any demand placed upon him from the outside, but without any inner consent, simply following the powerful pressure on him.

c. He may strike out against others, their property or their person. Whatever forms he "chooses," he hates himself and others, he suffers. A mental patient once wrote:

"I know no man
No man knows me
I know no God
No God knows me
This surely must be
What men call
Hell!"

We have explained delinquency in the past years by poor parent-child relationships or by the impact of slums or poor habit-training or by bad group associations. All these can be brought down to a common denominator, namely, the disastrous impact of a human and physical environment that makes a person lose self-respect.

It is obvious then that education must provide, in concentrated form, the vital missing ingredient that should have been available in normal life. Most of our present correctional institutions do exactly the opposite. The separation from the community, the "casting out" which immediately carries with it the label

"You are bad," intensifies the lack of self-respect and therefore increases the hate.

It is logical, therefore, that the first principle of education has to be the keeping of the person in the community, to give acceptance, to let him or her become part of the community. This does mean different alternatives to our existing system of institutions, and prisons. The alternatives, as I see them are these:

a. For the juvenile: Group homes with approximately five to six youngsters should be provided inside the cities and towns. These must not be false imitations of a family, but small, acting youth communities. In such homes the young person gains self-respect, mostly through relationships with a small group of peers, with the help of accepting capable adults who use every opportunity of the total living situation to enhance the youngster's self-respect. The neighborhood will have to be involved in the creation of good group homes because it too, including the schools, must become part of this pattern of concentrated acceptance.

Recently, for example, a group home was established for delinquent girls. The girls developed very well when they felt part of the existing friendship patterns, school activities, etc. But then some neighbors began agitating against "such influences" in their area, "on principle," not because the girls had done anything to harm them. It was then that the girls reverted to their hate patterns and became destructive.

All our communities will have to learn that one cannot isolate oneself into neat little corners, away from the "bad" people. In fact those in neat corners become our "bad people" because they harm the total fabric of our human society which is dependent on mutual help.

b. Small institutions with some self-contained, built-in, coordinated learning and treatment services would be appropriate for young persons who are not yet able to relate to an everyday community situation, to meet specific stresses and strains of the normal school or work situation, and whose distrust is very deep. These must be within, or very close to, the centers of population so that there is no sense of isolation and so that individual flexibility in the use of existing community facilities is possible. Such institutions may house approximately 25 young people--certainly subdivided into much smaller living groups--with a strong emphasis on building a strongly coherent community within the larger community.

c. For the adult: We can see parallel housing facilities for those who actually need not be in a closed institution. I think it is perfectly possible to have a house in the city where people, who otherwise would be imprisoned, live, go to work, use the public recreational facilities, like everyone else. The only difference would be that correctional personnel also live in the home and that the rules include knowing the whereabouts of the residents. This would keep the person inside the community, without being quite as independent as being on probation or parole. But this kind of facility would avoid placing the offender into the total separation of the closed institution. Until now, we have had only the alternatives of probation, parole or prison. Half-way houses contain the concept of community-based residences, but they are first of all, far too rare; and secondly, they are places where people go only after they have been in prison. It is an alternative to imprisonment that I think we must advocate. I am convinced that the majority of people in prisons should not even leave their own home. I am equally convinced that a very small number need to be in completely closed institutions. Yet there is a number that will need the kind of program that such a residence can provide.

The next goals will predominantly relate to practices in the present system of prisons and institutions since they are the given reality. Yet, while we want to make them better places for true rehabilitation and correction, at the same time we must constantly fight for these other alternatives. The following are all based on what we have learned about human nature in the 20th century and are related to the goals a democratic society wants to fulfill.

2. Education of offenders must involve the person in his or her own fate.and must help him develop a sense of trust and acceptance. This means that one does not do to him, plan for him, diagnose about him.

We know that trust is essential for positive human relations. We know that trust grows out of having experienced honesty. That means that one knows where one stands with another person. Most offenders have been exposed to an unpredictable and, therefore, untrustworthy world. We need only to look at our professed ideal of racial equality and the reality of discrimination that both young and old alike have suffered. And the offender meets too often people who do not seem to care. A former inmate told me:

> "At first, I trusted my social worker. He promised that he would bring out my side of the picture to the parole board. He also assured me that I would be paroled. Not only was I not paroled, but I found that he had not even spoken up for me. If he just hadn't promised this!"

To counteract the sense of constantly being cheated, every contact with the offender must be carried on with open clarity on the part of those who work with them. Staff must offer an opportunity for the inmates to be honest, even if it is at times painful to experience their form of honesty. This is different from what we find in the every day world. There exists obviously a great deal of "dishonesty," often called "politeness" or "politics" or "tactics." Yet, though education means preparation for the real world, it cannot be exactly the same because more trust and dignity must be given to make up for early deficiencies and to give a base to resist painful disappointments of life and handle them with courage. People can live through the disappointment of misplaced trust if they have learned to trust at all. And only thus can they act in a way that others can trust them.

Honest openness has been generally missing in the education of offenders, not only by ignorant or vicious staff members, but often by knowledgeable, even well-meaning ones. Their manipulative treatment of offenders is rationalized by various theories:

a. Psychoanalytic theory--poorly comprehended--gives excuses for a certain omnipotent attitude. "One has to diagnose," "the clinician knows best" or "it is too early to share insights with the person in trouble."

b. "Operant conditioning" frequently uses punishment and reward without the person learning why a certain behavior is unacceptable or acceptable. Talking about race relations. Thomas F. Pettigrew described the fallacy of this approach better than I can:

> "This vicious circle is analogous to what psychologists describe as 'avoidance learning.' Suppose in an experimental setting, a subject's forefinger is repeatedly shocked electrically immediately after the flashing of a light. Very quickly he learns to avoid the painful shock by lifting his finger as soon as he sees the light flash on; in other words, the subject is conditioned in the classic Pavolovian paradigm. But consider what happens when the electric shock is no longer applied. How can the subject acquire knowledge of the change? As long as he withdraws his finger at the light, he can never discover that the light is no longer associated with a shock. This is the critical feature of avoidance learning."

3. Education of offenders must develop learning decision-making. The prisoner's day must not be scheduled hour by hour. There must be times where he should decide on what to do. In group discussions he should find an opportunity to have some influence on his present life situation. Group discussions, with the help of an understanding and knowledgeable professional and with opportunity at decision making, are most valuable.

If he has a family, it is important that the prisoner feels that he has some decisions to make together with his wife. It is vital to a man to know that he has not become a completely negligible part of the family unit. He may learn a new sense of responsibility by being encouraged to participate in family decisions. In a reformatory for women, I saw the damaging impact on the women of complete separation from their children, and especially the feeling that neither children nor husband considered at all the mother's opinions or interests.

4. Education of offenders must involve some risk-taking, prepare him for life outside prison, develop his ability to deal with guilt and help him learn how to profit from mistakes. Nobody learns preparation for a life outside of prison walls if we are afraid to take risks with the prisoners. Our one-sex institutions are based on this fear, and they have been accepted without question, especially for adults. Yet we do live in a world in which there are both sexes. How can either young people learn enjoyable and dignified relationships between the sexes or older adults learn to accept their responsibility for each other in such an artificial environment? We certainly cannot just place men and women together without changing the whole atmosphere and structure of those institutions. Yet, if we combine risk-taking in opening up employment with more responsibility on the part of the prisoner for his own community while he is institutionalized, and if we provide understanding and capable staff, then we can place men and women in the same environment. A good example is the Van Der Hoeven Clinic in Utrecht, Holland, where men and women prisoners lived in the same facility, where several of them went out to work in the community during the day, had social encounter with each other, and had constant group discussion in regard to the problems of their living situation.

Risk-taking certainly includes the possibility of making mistakes, but this is necessary. Inmates must be helped to learn from mistakes, not punished for them. Certainly prisons cannot offer and should not offer the inmate to make mistakes which can be fatal to him or to others. Yet a major part of developing a healthy personality is to learn from mistakes, to be able to deal with guilt constructively. This can be learned in such small and yet significant incidents, as for instance, when a prisoner loses his temper and shouts at another inmate or officer. Immediate retaliation only reduces him to the level of a child, thus making him feel unworthy and resentful. A calm talk with him, after the incident is over, a thinking through of what he or she would like to do to make up for the hurt he has caused is a first step in the direction of self-control, to making one's own decisions of how to deal with one's mistakes.

5. Education of offenders must provide experience to enhance the prisoner's self-confidence. Insight and understanding of oneself are hard to gain for any human being and demand a rather high degree of sophistication. When a delinquent, for instance, is quoted as saying, "I will not run away from this institution because it only means running away from my problems and I know I will always take my problems with me," this may be insight, but it may be just parroting of something he has been told over and over again. He knows the "reward" for such expression is release from the undesirable institution. Yet even if we assume it is true self-insight, the necessary ingredient which creates change, the seed of true self-confidence, comes only from having experienced the capacity to do something well. Experience is more than talk. It means, for instance, working on projects where one feels accomplishment. For most young people it means some accomplishment in school. Most delinquents hate school because they feel so woefully inadequate in their school work. They say that school means nothing to them, that they are smart enough. Yet they do not feel that way. They simply are afraid of renewed failure.

For the adult, accomplishment must be related to some hope for the future. If we want people in trouble to become motivated toward change, we must provide tangible opportunities for them to gain hope.

Many years ago I remember hearing a famous boxer tell how he had belonged to a delinquent gang because he saw no hope of ever getting out of his bleak surroundings. He said, "The change in me occurred when I first believed that I could make money legitimately."

Too much of the work in prisons and reformatories is make-do work, not a preparation for the real world. There are still prison print shops where the inmate learns printing on obsolete machines. In women's prisons, a large amount of time is spent in scurbbing floors on hands and knees, which is comparatively inappropriate for gainful employment. Even learning to type on a manual machine does not properly prepare her for the business world which demands competence with electric typewriters. In a recent symposium in Washington that was called to discuss the problems of employment and vocational preparation for female prisoners, it was pointed out that the location of some institutions, far away from urban centers, made realistic training almost impossible. Installation of prison industries would only mean the installation of one, at the most two, opportunities for training and therefore would not serve individual needs. What is needed are prisons close enough to urban centers so that "release time" for training is possible. Self respect and self confidence will not grow from tedious make-do work and from a sense of the futility of wasted time.

For women prisoners, especially, the stereotyped view of what is "women's work" has often hampered the development of individual capacities. Still today, training is almost exclusively limited to cleaning, sewing, some office work and beauty care. Occasionally some are given permission to go out and care for handicapped or elderly people. Yet, women need to be acquainted with the world of machines. Some of them will want to work on heavy equipment or repair mechanical devices. Also many more women should be encouraged to pursue college work since the degree becomes more and more necessary in a variety of occupations.

For far too long, both men and women offenders have been seen as of low intelligence. We know, however, that their intelligence range is about the same as in the general population and their capacity for college work is also similar to those on the "outside." Yet correspondence courses from universities will not by themselves be sufficient. They require a great deal of initiative and self-discipline. The newer approach of releasing prisoners for study on the campuses of colleges and universities is a very hopeful trend. Some of these young people have excitedly said that they finally are beginning to feel like part of the human race again. Unfortunately, I find far less women than men participating in such programs.

Any program, then, in the prison, reformatory or delinquency institution, must include firstly, a high degree of individualization in finding out about the inmate's capacity and secondly, beginning with simple enough tasks to allow successful experience and then moving toward more demanding projects. The development of skills, therefore, has to be present and future-oriented.

6. Education of offenders must provide for significant and positive human relations whereby they can develop self esteem and experience respect for others. Staff and peers in daily encounter become the most significant change agents. It is true that many inmates will need special services by psychiatrists, social workers, special teachers, but the most important relationships are with those with whom they have daily contact. Everybody on the staff must not only have a great deal of knowledge about people, but must be capable of producing the kind of atmosphere conducive to self-respect and trust. Karl Wilker, a great prison reformer in Germany wrote in 1921:

> "Most significant to us, to my collaboraters and myself was the human being. The mutual relationship from man to man is one of the incredible miracles in the cosmos."

This kind of attitude must be shared by each staff member. The relationship between staff and offender and among staff members must not be based on the assumption of "inferior" and "superior." Those are hang-overs from the concept of the military institution. Staff members may have and must have various competencies and skills and yet the disastrous hierarchy among them must disappear. It has led and still leads to frustration, especially for those who are on the low rung of the ladder. Because of this situation, inmates become the targets of their own anger.

For many years, we have talked about counselors or houseparents or security officers as the hub of the wheel in the insitution. We have only given lip service to this idea. They are not considered equal professionals to the other members of the staff and they are not required to have special training, with the exception of some token in-service training. We need professional education in its best sense for people who carry this task and we must give them the privileges and compensations as well as the heavy responsibility that lie on a true professional. I often think of Morris West's beautiful words about people who are responsible for working with others:

> "Love was a flower of slow nurture, justice was a fruit of vigilant cultivation. The flower would whither and the fruit would drop under the hands of a shiftless gardener."

Part of provision for significant and positive human relations is allowing opportunity to give to others as well as to receive. It degrades a human being even in the kindest surroundings if he is continually in the position of the receiver. It lifts his self-esteem when he can give, sometimes things, sometimes of himself. In my own experience, when I was imprisoned by the Nazis and kept in solitary confinement, I felt the yearning for human contact. I do remember still with a glow of satisfaction an incident which taught me how much the human being needs to "give." One day, while marching to fetch water, I saw a woman walk in front of me whose hands looked oddly distorted. When we were ordered to lift the heavy pails of water, I saw her face contort with pain. Only then did I realize that both her hands had been broken. In spite of the watchful eye of the guard and the usual severe penalty on doing anything that was not ordered, I took the pail from her and insisted on carrying it, besides my own. For a short walk, nobody interfered. I hardly remember the woman's face and we were not allowed to talk to each other. Yet this was unimportant. What I remember was the almost overwhelming glow of happiness that went through me and that held on for several days. Somehow, this little act had given me again the feeling that I was human.

Prisons too frequently forget this need of the human being. They neither give outlet for this nor do they stimulate it among people where it is already lost too much. There is frequently more emphasis on separation than on giving to each other. I am not naive about possible conspiracy yet I do know that conspiration is partially produced because of a total atmosphere of distrust and repression.

7. Education of offenders must take cognizance of present community problems and relate such education to the situation in the wider society, so they can learn how to cope with the problems of today's world. It is very serious if institutional staff members themselves become isolated from the major problems of the day. It harms them as well as their charges. One of the outstanding problems today, for instance, is the relationships between races and ethnic groups in this country. The sensitivity of those who have been discriminated against for centuries is very high and the anger has come out into the open. To pretend in our delinquency institutions or prisons that this does not exist, to give no outlet for the surging pride of our minority groups, to pretend that all middle-class attitudes are shared by everyone is not only foolish but can become disastrous. It does not exactly speak for our communities, but it is a reality that both juvenile institutions and adult correctional facilities have a larger share of minority members than their ratio to the population warrants. Since this is so, correctional systems have an opportunity to make a positive contribution to the self-respect of minority members and to a better understanding between them and the rest of society. It seems self-evident that prejudiced attitudes on the part of staff cannot be tolerated. Often we ourselves are not aware of such attitudes but they come out in condescending or insulting comments. There is still the shrug of the should and the muttering about the "dumb dirty Indian." There are still angry comments made about the "pushy Negro." Choice jobs are often saved for white inmates and it is implied that Indians or Blacks are not be trusted. Frequently staff members will pride themselves on the fact that they "treat everybody equal." This is fine, if it does not mean "the same way." Justice demands that one takes cognizance of different capacities, backgrounds, experiences that influence feelings and behavior. A black inmate, for instance, who simply speaks up for his rights, is often quickly labeled as a "militant,"

with the implication that he is unruly. Retaliatory action follows this labeling.

Fortunately, I found recently in one of our federal prisons a much more positive approach toward this awaking of ethnic pride. The prison not only allowed, but actually encouraged, the formation of clubs among all its inmates and this included the establishment of an Afro-American and an American Indian Club. Aside of the beginning realization on the part of the individuals which belonged to them that their group has an honorable history, it also allowed for the development of positive leadership and a sense of belonging and mutual aid. One of the Indian inmates told me:

> "I was so terribly lonely when I got here. Since we have the club, I feel I have friends. Now when a new Indian prisoner comes in, all of us collect a little money and we buy him right away some coffee and a sweet. It makes such a difference. It never happened before we had that club."

Parallel with this enhancement of self-concept went a beginning feeling of relationship to the wider community, of not being an outcast. The American Indian Club--again with the help of the prison administration--invited community leaders for a banquet, thus making the community aware of its existence. The Afro-American Club invited a history professor from the nearby University to speak to its members and hopefully to start a class in Afro-American history. Again, not only the content was important but also the sense of relationship to the outside and the feeling of belonging. It also seems that there was an opportunity inside prison walls to enhance relations between ethnic and racial groups, because club officers could meet on equal footing.

It is important in our times that juvenile institutions and adult correctional institutions do not bury their head in the sand in regard to the problem of racism in our society, but contribute to a better solution of human relations. They have an unusual opportunity for doing so because of the composition of their populations.

Summary. What are the goals of adult basic education in correctional settings? From the viewpoint of the social scientist the major purposes of penal systems are seen as corrective and rehabilitative, and the achievement of these purposes is envisaged as resting on the development of an individual capable of being a fully functioning person. Adult basic education is conceptualized as a way of helping the imprisoned to develop the knowledges, skills, and attitudes requisite for the fully functioning person.

The goals of adult basic education are defined as the changes which must be wrought in the imprisoned individuals if they are to be afforded the opportunity for becoming socially productive, economically efficient, civically responsible members of the community. These are the goals of adult basic education in correctional settings, as seen from the social scientist's point of view:

1. Preparation of the individuals for participation in the community.
2. Developing in the individual a sense of trust and acceptance.
3. Developing the individual's ability of rational decision-making.
4. Preparation of the individual for life outside the prison, developing his ability to deal with guilt and helping him learn how to profit from mistakes.
5. Developing in the individual a feeling of self-confidence.
6. Developing in the individual a feeling of self-respect and ability to respect others.
7. Helping the individual learn how to cope with the problems of today's world.

Achieving these goals calls for a model of education which permits inclusion of a great variety of approaches, from working with the offenders while they remain in their own home community to the practice of using a coordinated teaching-treatment approach while they are in residence hall settings. All services must be based on an understanding of human needs--the need for self respect, wish for belonging, the capacity to change, the motivation of hope and accomplishment, the capacity for decision-making and risk-taking.

Those involved in corrections, and especially those concerned with adult basic education in correctional settings, need to translate fulfillment of these needs into programs. We know far more how it can be done than we sometimes admit. We are often too timid in using this knowledge and presenting it to others. We have seen the incredible achievement in the space programs in a few years. On a cold winter night, the astronauts circled the moon and our horizons widened. Only a few months later, during our hot summer months, a man collected specimens from the moon. It was only possible because of:

1. The capacity and willingness of scientists to discard old concepts when proven ineffective or based on wrong premises,

2. The constant patient building on knowledge derived from many different sources and many different people,

3. Teamwork of thousands of individuals and organizations,

4. Experimentation with sharp and honest evaluation and

5. Finally, enough money to make such complex adventure possible.

I realize that human problems are far more difficult to solve than those of space. Yet we can learn something from this achievement; we can learn to build patiently on knowledge derived from many different sources. We can learn to work with others to achieve. Our knowledge in regard to offenders is not as imprecise and vague as we sometimes think. The concept of the dignity of the human being is really not as subjective or even as controversial as it is often presented. If we can only start one or two institutions on the ideal model, then, on a jubilant day like that night in December and July we can stand together and say "It worked."

GOALS OF ADULT BASIC EDUCATION IN CORRECTIONAL INSTITUTIONS:

VIEWPOINT OF THE BEHAVIORAL SCIENTIST

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GOALS OF ADULT BASIC EDUCATION IN CORRECTIONAL INSTITUTIONS: VIEWPOINT OF THE BEHAVIORAL SCIENTIST

The general aim of a correctional institution is to change offenders so that they become productive members of society. They should not only not engage in whatever antisocial behavior they previously exhibited, but they should hold a job, vote, and in short, become part of the American System. An offender must change two sets of behaviors in order to become an ordinary member of society. He must acquire skills the lack of which prevent him from reaping the rewards of our society and he must become independent of the kinds of environmental events which have maintained his antisocial behaviors.

The kinds of skills needed to participate in middle class America include academic skills, job skills, and social skills. The juvenile offender typically lacks all three. He is usually retarded in basic reading and mathematics, and often has a speech pattern which marks him as poorly educated. He has not held a job long enough to pick up any socially acceptable trade. He often has difficulty relating with "normal" people, particularly figures of authority and peers of the opposite sex. A program in basic education should remedy the deficiencies in each area.

Academic Skills

For academic skills to be of use once the delinquent is released, they must transfer to the life to which he will return. The kinds of

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skills which transfer best fall into the higher cognitive levels as described by Bloom (1956).

TABLE I

OUTLINE OF BLOOM'S TAXONOMY OF EDUCATIONAL OBJECTIVES

Knowledge	Basically memorization. Information is given back by student verbatim.
Comprehension	Restating information, summarizing or explaining it.
Application	Applying rules or principles to new situations. (i.e. ones not previously gone over in class, etc.)
Analysis	Breaking down a whole into designated elements.
Synthesis	Creating or producing something unique. Self expression.
Evaluation	Judging in terms of internal logic or consistency or by outside criteria.

The academic skills taught by typical teachers fall mostly into the knowledge category (Torrence, 1956). But according to a study of retention of college biology (Tyler, 1933) one quarter to three quarters of knowledge level skills are forgotten within a year, whereas there is no loss or even a gain in retention of higher level skills such as application and interpretation. Skills which transfer are useful and in being used are remembered. For what is taught to have any permanent effect on the offender then, it must be above knowledge level.

In the academic areas there is a large body of information which is perpetuated out of tradition. For example, in following many reading series, a large amount of time is spent teaching the memorization of rules on how to divide words into syllables. The purpose of these exercises is presumably to help in the pronunciation of new sight words - which, however, involves another set of rules - and ultimately, then, to help comprehension. A similar chain of helping skills was once a common justification for the teaching of Latin, but experience has shown that it is much more efficient to teach directly the end of the chain, or what is ultimately desired of the student. In corrections, if it would be helpful for the youth to be able to read a newspaper then that should be one objective.

By stressing the higher taxonomic categories and directly teaching life-approximation skills, an efficient program with high carry-over value can be built. Some sample behavioral objectives along these lines are shown in table II.

TABLE II

SAMPLE BEHAVIORAL OBJECTIVES FOR ACADEMIC SKILLS

Reading - The student should be able to state in his own words two or three main points read in a newspaper. (Comprehension)

Math - The student should be able to calculate the total money paid above cost for sample purchases on a 12-month charge account using typical interest rates. (Application)

Social Studies - Given a problem, he might encounter, name two agencies or persons who could help him and tell how they could help. (Application)

Vocational Skills

The aim of vocational education is to enable the youth to find and hold employment. Vocational training, unlike academic programs, traditionally stresses application, and skills learned there transfer well to the appropriate job. A student who can operate a lithograph machine in the institution has no trouble operating one in an office. The problem with job-specific training occurs when the youth does not enter the particular occupation for which he was prepared. There are many reasons he may not enter the occupation, among them poor pay and initial faked interest in the occupation following advice from other inmates, such as "welding gets you an early parole." Unskilled and semi-skilled occupations are also very vulnerable to shifts in the economy. New employees who lack seniority are most likely to be laid off. The best guarantee of secure employment is extensive training in a field for which there is much demand. For secure employment, then, extensive experience in skilled work is preferable. If the job pays well (more likely if it is a skilled one) there is also less likelihood the released offender will leave it.

In a study of convicts, Glaser (1964) showed that motivation to go straight was highest just upon release. Success right away can strengthen other newly acquired outlooks and social behaviors, so that the adult can take minor frustrations that would initially have made him hostile to the legitimate world. The first few weeks after release, then, are a critical time. Those who do not have a prearranged job or who hold one only briefly are faced with finding one. Such routine tasks as filling out application forms or sending for a social security card may provide real obstacles for the inexperienced. For this reason a unit on locating and applying for jobs is an important part of basic education.

Social Skills

The area of social skills is missing entirely from most training programs of institutions: Yet it is often relations with the boss or off-the-job problems of loneliness, impatience or boredom that encourage an adult who is otherwise functioning acceptably in his job to return to crime. The importance of partaking of the non-monetary rewards of society is crucial to his satisfaction with his life. Skills such an initiating friendships (see Table III) avoiding flareups, and so forth, are important routes to these non-monetary rewards. Even so-called personality traits, such as patience, can be taught, as the training of Negroes for sit-ins to break restaurant discrimination showed.

TABLE III

SAMPLE OBJECTIVES FOR SOCIAL SKILLS

To be able to initiate a conversation with a stranger:

1. Looks the person in the eye at least once a sentence.
2. Uses a polite opening.
3. Etc.

Gaining Independence from the Rewards of Crime

The program outlined so far only considers part of the problem of delinquency: that of overcoming deficiencies in academic, vocational and interpersonal skills, In these deficiencies, however, the delinquent is not very different from a large number of school dropouts. Yet other youths finally find work and do not commit crimes. What is different in the delinquent? What maintains his antisocial behavior?

In analyzing the payoffs the delinquent finds in crime but not in going straight, some general principles of learning are useful. According to operant psychology it is the consequence, or what follows, behavior (see Figure I) that determines whether it is strengthened or weakened. The cause of behavior, then, lies in its past history of consequences, not in the situation in which the behavior occurred, or even preceding events that seemed to precipitate deviancy. The situation is important, however, in that it provides a cue as to whether or not a particular response will pay off. For example a sign, "Coke machine now fixed" is a "situation" or cue which tells you that inserting coins will now produce coke. It is the coke, however, not the sign, which is the cause of the behavior. The sign will not produce coin-inserting in a non-coke drinker.

FIGURE I

DIAGRAM OF BEHAVIOR

Situation	Behavior (Specific Act)	Consequence

A consequence which strengthens or maintains behavior is called reinforcement. Without reinforcement a behavior eventually stops. Note, no punishment is necessary. In other words, people eventually stop making ineffective responses. If coins repeatedly drop through the machine into the coin return, a person eventually stops inserting them.

Behavior can be changed, then, by changing consequences. A large number of undesirable behaviors, such as whining in kindergarten, have been eliminated by withholding whatever normally followed the behavior (such as teacher attention). Similarly, other behaviors have been strengthened or built by following good responses immediately with reinforcement. Two factors are critical in such ventures; the number of responses which are reinforced and the timing of the reinforcement. To be effective, reinforcement must immediately follow the desired response. Conversely, too, whenever reinforcement occurs, the behavior which occurred just before it is strengthened.

The necessity for immediate reinforcement does not mean that every response must be reinforced. To go back to the coin machine: Let's say it is Joe's daily lunchtime habit to get a coke. He inserts his coins and they return. He will probably try again. This time he gets a coke. The next day the coins again return the first time. Joe will probably try again since the last time his second response produced a coke. Now the machine is rigged so it takes three coin insertions to get a coke. Most likely Joe will put the coins in three times since he is already used to repeating that action. Slowly, over the days, the machine could require more and more coin insertions until, say, it took ten times before getting a coke. Joe has been taught persistence.

Working for a reinforcer in the future is learned and is one mark of a mature individual. Not only does he work for future goals, but he often gives up small immediate payoffs or undergoes temporary hardship for greater long-term gains. Thus, the normal individual works for a week or month before receiving a pay check and persists toward a goal even when encountering minor obstacles or frustrations. In looking for a job, for instance, he takes minor hurdles such as sending for a social security card, or filling out applications or being told to come back again in a week, without giving up. The successful person has learned to delay the immediate rewards of "goofing off" for the greater rewards of persisting.

While persisting--before the final reward--behavior is maintained by a variety of secondary reinforcers. These may be provided by others (for example, encouragement or praise) or they may be self-generated. Since seeing progress toward the final reinforcer is in itself reinforcing, an individual can provide his own reinforcement by making his progress visible. Counting the days until payday is an example. Similarly, many attitudes such as feelings of pride or satisfaction are reinforcers we learn which maintain productive work. The feeling of virtue, similarly, maintains the behavior of giving up immediate rewards--sex, drink, stolen goods--for the greater, long-term benefits.

A critical characteristic of crime is that it holds out a promise of quick rewards. Whereas an hourly worker may have to put in a month's work for a color TV set, the thief has it in hand after a short burst of effort. He works for quick, immediate payoffs. He is under the control of the present. The lack of consideration for the future is reflected in many prisoners' lack of self-control. They become angry over trivialities even when the cost of angry behavior is high.

One youth at Kennedy Youth Center, for instance, insulted a teacher, throwing his materials on the floor, because she accused him of saying, "The teacher probably threw my paper away." He had made a barely audible complaint about her but had not used those exact words. By not being able to control himself at that moment, he incurred greater costs later. He lost his pay for the period and endangered several privileges he had earned.

To be successful in personal relationships, in gaining and holding good jobs, in arriving at a desirable life, the delinquint must learn to act in a way which brings long-term payoffs. He must free himself from needing immediate reinforcement for his behaviors. Some objectives for a program to teach persistence are shown in Table IV.

TABLE IV

SOME SUGGESTED OBJECTIVES FOR PERSISTENCE

The student should be able to . . . .

1. state goals he wishes to accomplish in a week, month, year, decade;
2. outline (realistically) several steps he needs to take to accomplish his goals;
3. state how his behavior the past day or week has affected his progress toward his goals;
4. outline some things he could do to help him persist when he feels like giving up;
5. list several of his accomplishments in the last month, week, day, etc;
6. work consistently over a month for a specified goal;
7. invest money or other resources in some program which will give back greater rewards (for example, pay money for a correspondence course when the institution pays well for the satisfactory completion of it;
8. "cool it" (turn away, answer briefly but politely) when insulted or falsely accused by an authority figure;
9. express disagreement with a peer or authority figure without getting hostile or overly excited.

The first three objectives might be called realistic planning. Convicts' expectations of success in such areas as occupational advancement are unrealistic, and bring discouragement when they are not met. Many of the younger men have no idea of the cost of the style of life they expect to maintain. They have never really considered whether the $100 they pick up here and there from odd jobs will pay for the car, clothes, and recreational activities they envision. Sometimes they don't even have much of an idea about the kind of life they want in the future. There is no point in working toward a good, steady job without clear goals and a realization of what is involved in obtaining them.

Once the goals and realistic plans are established, the prisoner must learn to accomplish them. This is best done by successive approximation. First, relatively short-term goals are set and a lot of encouragement and help is given in meeting them. Then, successively larger and more distant goals are established with the prisoner doing increasingly more of the planning. While working toward the first goals in the sequence, he learns feelings of pride through recognition by others of his accomplishments, and he becomes used to measuring his progress, through such objectives as 3 and 5 in Table IV.

A basic education program should, then, teach working for delayed reinforcers, including formulating goals and making and following realistic plans. It should teach the persistence necessary for working toward a long-term goal, taking minor setbacks and frustrations without giving up, and even investing resources as well as time for large, long-term gains. In learning to set his own goals and provide his own motivation to get there, the individual learns to control his own behavior and his own life.

Summary

A basic academic, vocational, and interpersonal skills program can equip the offender with the capability to behave in a way which society rewards. Many of the specific objectives of these areas can be identified and taught. No institution, however, can determine all the specific skills an individual will need in his future life. The individual must therefore learn ways of helping himself. It is basically the inability of the delinquent to act in his ultimate best interest which makes him a failure in the legitimate world. It is this characteristic that a basic education program in "corrections" needs to correct if it is to graduate individuals capable of living a productive life.

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GOALS OF ADULT BASIC EDUCATION IN CORRECTIONAL INSTITUTIONS:

VIEWPOINT OF THE ECONOMIST

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GOALS OF ADULT BASIC EDUCATION IN CORRECTIONAL INSTITUTIONS: VIEWPOINT OF THE ECONOMIST

If adult basic education is justified on the basis of accomplishment, the system should be presented to a referee in bankruptcy. It is bankrupt because it does not have a clear understanding of the problem in adult correctional education programs; it has not established a clear overall goal for dealing with that problem; it has not developed a system for the collection of hard information which would provide the basis for an evaluation system that is related to the problem.

This paper will, first, discuss the problem which faces the correctional institution; second, explore the goals and objectives of an educational program in such an institution; third, present some background data on corrections; and, fourth, explain the various elements which enter into a cost-effectiveness approach in correctional education.

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*The views expressed by Kenneth H. Neagle are his own and do not reflect the position or policy of the U.S. Bureau of Prisons.

The Problem

The basic problem facing corrections is deviant behavior. In particular, we are dealing with people who have an extremely poor self-image, a long history of personal failure and inadequacy, social and economic deprivation, and poor family and home relationships. Although causal relationships between these characteristics and criminal behavior remain debatable, it is not unreasonable to assume that educational, social, economic, medical, and psychological inadequacies contribute to crime.

A failure to recognize that it is deviant behavior with which we are concerned and not simply functional illiteracy may result in an adult basic education program which presumably repairs the illiteracy but fails to repair the individual.

A successful education program on any level is one that helps the individual to maximize his potential for a creative and satisfying life and fosters his growth as a constructive, contributing member of society.* The tension between the needs of the individual and those of the society can best be resolved by the full growth of the individual as a creative and social being.

A truly lasting and successful change in behavior cannot occur without changes in the emotional and personal constellations of the individual psyche. The criminal is an individual whose positive growth has been thwarted by environmental and social stresses. His crime is a symptom of his condition. Enforcing, reinforcing, or conditioning a veneer of conformity simply removes the symptoms but does not cure the illness. It may put society at ease temporarily but it leaves the individual with his problems unsolved.

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*These three paragraphs and the section on goals and objectives that follows draws heavily on a paper prepared by Joan Meyer, Research Assistant, Institute for Research on Human Resources, The Pennsylvania State University.

Real and lasting change requires the removal of obstacles to growth in personal relationships, to the attainment of basic skills, and to self-realization. This requires the replacement of fear and hopelessness with acceptance and support by others who have succeeded by conventional means, and the possibility of success.

Goals and Objectives

Although it is frequently argued that persons from so-called "culturally deprived environments" have values, objectives, and behavioral patterns which are antagonistic to the majority, evidence indicates that most American subcultures cherish strikingly consistent values and aspirations. Ghetto victims seek the material goods and status of the larger society and many deviant patterns of behavior result from the deprivation of avenues to success rather than from cultural differences.

Although differences in cultural background, age, sex, and race are the most common implicit parameters for the establishment of educational objectives, in a society of fairly uniform cultural goals and values such as ours the only parameter which should affect these objectives is age. Sex (except insofar as differences in procreative functions and childrearing roles may affect it) and race are artificial parameters imposed on educational objectives by widely accepted conventions and values. (However, this artificially imposed differentiation must not be ignored.)

It should be recognized that the process of growth (as Piaget, Bruner, and others have pointed out) proceeds in a fixed sequence of stages, though the pace differs for each individual. As the person grows he becomes capable of different kinds of behavior, understanding, and commitment. Broadly, the growth stages of human beings include infancy, childhood, adolescence, and adulthood. Behavioral objectives in education for each age group must differ, although the basic objective of positive personal growth and development underlies all expectations. The crucial factors which differentiate these age groups (and are positively correlated with age) are the development of a realistic view of life, the development of social consciousness, and the development of internal rather than external controls. Characteristics of children which should ideally be retained in adulthood include flexibility, spontaneity, creativity, and joy. Such qualities, however, are most frequently lost in the depressing process of growing up in the ghetto--or in the suburb.

Given these differences in development, the elementary school child would naturally be expected to have a fantasized and magical view of life, an egocentric approach to the world, and a need for limits imposed from outside. In contrast, the adult who is learning the same basic verbal and computational skills would be expected to develop a realistic view of his life potentials, the ability to relate and concern for others, and the internal controls which make external control unnecessary. The adolescent, struggling through the transformation from childhood to adulthood, would be expected to be in the process of developing these adult qualities while manifesting a great deal of more child-life behavior, and facing an "identity crisis."

However, this analysis is complicated by the fact that most individuals who have failed in school and in society have been arrested at some stage in their cognitive and personal development. Piaget points out that it is essential that the growing child develop a firm foundation at each level before going on to the next level of growth. For those ridden with failure, emotional blocks have frequently developed which have interfered with the normal process of growth, both on the cognitive and the emotional level. Thus, although the objectives of basic adult education are the same as the objectives of all forms of education, a remedial program literally involves a repair job, a careful return to the earlier stages of cognitive growth and emotional development where the individual has become stymied. Liberating the potential of those who are stunted requires that the shaky foundations be made firm before the student can progress to a more complex level. Needless to day, as the individual ages,a complete recovery from early deficiencies becomes literally impossible because of complex physiological and psychological factors.

The task of schools, according to a report of the Committee for Economic Development (1968), "is to equip their students to face life's problems intelligently and effectively." Education must help the individual to develop not only the skills and intellectual tools needed to lead a productive life, but also the motivation to learn, a healthy affective life, and the ability to make value judgments. The Committee on Quality Education appointed by the Pennsylvania State Board of Education (1965) has established a set of goals of education which can be adapted to measure the accomplishments of basic adult prison education. They are adapted as follows:

Quality education should help every individual to acquire the following:

1. Self-understanding and sense of worth as a member of society.
2. The ability to relate to others and concern for others: Understanding and appreciation of others of different backgrounds and origins.
3. Mastery of basic verbal and computational skills.
4. Positive attitudes toward school, learning, and work.
5. Development of Internal Controls: Habits and attitudes associated with responsible citizenship.
6. Good mental and physical health habits and understanding of health maintenance.
7. Opportunities and encouragement to be creative.
8. Tools for an understanding of opportunities for productive life.
9. Appreciation and understanding of human achievement in all areas.
10. A realistic approach to life! Preparation for a world of rapid change and unforeseen demands for continuing education throughout life.

All of these goals must be reached to the degree which is humanly possible if rehabilitation, in its fullest, most meaningful and most successful sense, is to occur.

Background Data on Corrections

An analysis of the chracteristics of the federal prison population reveals that 61 percent of the inmate population are over 25 years of age, 40 percent are illiterate, and only 6 percent have completed high school or higher. About 43 percent were unemployed or earned less than $1,000 and 82 percent earned less than $5,000 prior to commitment.*

In a recent analysis of federal correctional adult education programs it was found that there is an inverse relationship between the age of the population and the dollars allocated to particular adult education programs. In effect the younger inmates receive more resources than older inmates. This relationship is consistent with our practices in the private sector where we place more of our resources at the lower end of the education spectrum. By the time we reach the 30-35 age group, society apparently thinks that most of us have had enough education. Given the fact that it is more difficult to achieve the educational objectives described above for the older group, it would appear that the investments should be reversed. But consideration must be given to "payoff" in relation to costs.

A comparison of the educational levels of the general population with the inmate population reveals the following:

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*These data and data used that follow were taken from Challenge of Crime in a Free Society, A Report by the President's Commission on Law Enforcement and Administration of Justice and Corrections or Care: A Preliminary Analysis by Ken Meagle and Bill Wayson, July 1967.

Comparison of Educational Levels

Years of School Completed		General Population	Inmate Population
College:	4 years or more	8.4%	1.1%
	1 to 3 years	9.4%	4.2%
High School:	4 years	27.5%	12.4%
	1 to 3 years	20.7%	27.6%
Elementary:	5 to 8 years	28.0%	40.3%
	4 years to none	6.0%	14.4%

The fact that offenders are educationally deprived is not by itself significant. Deprivation coupled with a relationship to the incidence of crime and the cost of crime is, however, significant.

The direct cost of crime to society is estimated at $21 billion annually: All law enforcement and criminal justice systems expend approximately $4 billion; $2 billion are spent by the private sector for burglar alarms, guard services, etc.; lost earnings, property transfers, and illegal goods and services total $15 billion. There are also indirect costs: While not legitimately employed, criminals do not contribute to national income; for example, the 426,000 institution inmates represent a gross loss of 836 million working manhours annually. The victims of crime are disproportionately concentrated in lower income groups, which makes property losses relatively more severe and contributes to the poverty cycle. Awareness of criminal activities probably reinforces individuals' anxiety.

To what extent are the standard institutionalized education programs relevant? The federal prison system, a system better than most, spends 96 percent of its adult education program time on the reading, writing, and arithmetic concept (programs range from illiterate to college levels) and only 4 percent on social education. Unless resources are reallocated in order to stress behavioral objectives, correctional institutions and the adult academic and vocational programs conducted within the institution, will serve little more than to make burglars, car thieves, etc., better educated or more efficient. This does not mean to imply that adults do not need reading, writing, and arithmetic; the facts are that, in most cases, the offender does need these things. But are the resources allocated in the best manner, best in terms of objectives?

It can be asserted that the adult correctional education program is nothing more than a mirror of the public school system. The little red schoolhouse has been transposed to corrections.

It may be of interest to compare the inmate's prior work experience with the occupational experience of the general labor force. These data are shown below.

Comparison of Occupational Experience

	General Labor Force	Inmate Prior Work Experience
Professional & Technical	10.4%	2.2%
Managers and Owners	16.3%	4.3%
Clerical and Sales	14.2%	7.1%
Craftsmen, Foremen	20.6%	17.6%
Operatives	21.2%	25.2%
Service Workers	6.4%	11.5%
Laborers	10.8%	31.9%

These data would imply that there is some need to upgrade the skills of inmates.

The professional adult correctional educator probably needs not only more teachers but also more time to meet the needs of the inmates because the average inmate spends less than two years on his sentence and most of the federal prison service education programs are in operation less than ten months.

Rational Decision Making

Educators in correctional institutions must recognize that their practices, procedures, and programs are being questioned. This questioning will become more pervasive as the crime rate rises and expenditures for correctional institutions increase.

The public will begin to raise questions about spending more money on the education of offenders unless the professional correctional educator can show specific accomplishment (returns) from the tax (invested) dollars. The public will no longer accept the conclusion that the recidivist is the failure and not the system and its professionals.

Professional correctional education managers will have to begin to develop the measures of effectiveness. For example, does the teacher measure effectiveness in terms of attendance? By the range of high marks? By the number of recidivists? By the increase in grade levels? By the change in occupational levels? By attendance at church? By a reduction in disciplinary reports? By early release? By the number of offenders released with jobs? Such questions can only be answered when adult correctional educators establish goals against which accomplishment can be measured.

No longer can it be assumed that all education is by definition good. The real issue for the new adult correctional educator is what kinds of innovative, dramatic changes can we make to adult basic education so as to be more effective.

It is clear that the adult correctional education programs of the United States cannot perform their assigned work by mere tinkering with faulty machinery. A substantial upgrading of services and a new orientation of the total enterprise toward integration of offenders into the mainstream of community life is needed.

To achieve this end, new divisions of labor, cooperative arrangements between governments, and a better balance between institutional and community programs must be developed. A wider variety of education techniques for controlling and treating offenders is needed, techniques that can be used more flexibly and interchangeably. A strategy of search and validation must be substituted for random methods of determining how correctional education resources should be used.

The present problems and disabilities of American corrections education reflect the relatively low priority given it in the places where political and administrative choices are made and public and private resources are allocated. Corrections is frequently investigated, worried about, and viewed with alarm. But, significantly, its most spectacular gains have been precipitated by prison riots or scandals which temporarily increased its power to bid for support against highways, schools, and other more popular objects of governmental spending. But corrections will continue to face the claims of other governmental agencies which are also trying to achieve certain socially desirable objectives.

Cost-Effectiveness Techniques

Given the facts that (1) corrections will increasingly find itself competing with other governmental activities for the limited funds available; (2) the public is raising serious questions about the effectiveness of the correctional program in general and of the educational program in particular, it is essential that the educators in correctional institutions begin to evaluate their programs not to justify them but rather to determine whether or not certain desired objectives are achieved and what alternative programs might be considered, given the constraints under which they function.

A suggested approach is the application of cost-effectiveness techniques. Various aspects and problems connected with these techniques will be described in this section.

The Logic of Cost-Effectiveness

In the private sector of the economy there exists an automatic device which, in general, allocates our resources in areas which households indicate their preferences--this device is the pricing mechanism. If a private educational institution is to survive it must face competition and therefore it must attempt to keep its costs down. Similarly, it must produce a good or offer a service which satisfies its customers. Otherwise it cannot make a profit.

In the public sector we do not have such an automatic device. Generally, funds are appropriated for a particular activity and then it is usually assumed that the appropriate service is rendered. There is little, if any, accountability in terms of costs or results. A cost-effectiveness approach is designed to act as a surrogate for a pricing mechanism in the public sector.

The Measurement of Output. One of the most common concerns (and legitimately so) is the establishment of certain output measures by which the effectiveness of a given governmental activity can be measured. In the private sector the price of an item is a reasonably good measure of the value of a product. And the success of a business firm can be measured by its profits.

In the public sector the measurement of the output is more difficult and complex. It is essential that the basic objective of the program be agreed upon. It is not the purpose of this paper to make this determination, but it is its purpose to explore the issue.

Is the objective of an adult basic education program simply one of the "three R's" or a high school diploma? It is being asserted that the objective is broader. The "three R's" are a means to an end and not an end in themselves. The question must be asked: why should an inmate become functionally literate or obtain a diploma? Is it to obtain a job? For how long? What kind of a job? Or should an inmate become functionally literate or obtain a diploma so as to obtain a job as a means for another objective, namely, to become a socially useful citizen? What is meant by a socially useful citizen? What are the characteristics of such a person? How does one measure them?

Once questions of this type are explored it then becomes essential to determine what inputs (treatments) are necessary to achieve the desired ends. And treatment is considered in its broadest aspect, of which education is one element. In connection with education consideration must be given not only to the content of the curriculum but also the means by which the content is handled. If the educational program in correctional institutions is nothing more than an imitation of the public educational program, it will fail. There is sufficient evidence to support the conclusion that the public education system fails to meet the needs of probably a majority of youth and the probabilities are high that the inmates of the correctional institutions come from this majority.

Alternatives. An essential element of a cost-effectiveness approach is the consideration of alternative means by which the objectives agreed upon can be achieved. This calls for considerable experimentation accompanied by scientific evaluation. By considering alternatives the most effective program can be developed at the least cost. Consideration of alternatives requires, on the part of educators, a degree of professionalism which to date has not been adequate. It requires up-to-date knowledge concerning processes of learning and development, new approaches, etc.

Constraints. Any program designed to rehabilitate inmates of institutions is faced with certain serious constraints. The most serious is probably that the average inmate is confined for a period too short in which to undo the damage and then rebuild. The educational program in correctional institutions, therefore, even under the best of circumstances, is faced with a virtual impossible task. It is, therefore, more essential than ever that this phase of corrections carefully re-examine what is the best it can achieve under these severe constraints and use its resources most effectively. It is conceivable that given the constraints under which correctional education operates, it is seeking to achieve an impossible goal. But it should be understood--the goal is not the elimination of functional illiteracy or the granting of a diploma. These are simply means to an end, and not ends in themselves.

Costs. Recognizing the fact that one cannot discuss benefits without taking account of costs, and vice versa, it becomes clear that a decision on effectiveness requires a careful cost analysis. For rational decision-making purposes, costs must include not only the resources directly employed in the achievement of a given objective but also the broader economic and social costs which result from a given activity. For example, in estimating the cost of, say, public education one must take into account the social effects (or costs) of an inadequate program. (We must also consider social benefits which flow from certain activities.)

Let us assume that by doubling the amount spent on the treatment of inmates recidivism can be reduced by 50 percent. Surely, in making a judgment on costs (or benefits) consideration should be given to the savings which accrue to society by this reduction in recidivism.

Incentives. Today economists are beginning to consider ways by which innovative programs can be developed for the purpose of solving certain social problems. It is becoming more and more apparent that a gap has been created between promises made and a delivery on these promises. New devices are being sought by which this gap can be narrowed, possibly at lower costs. One approach is the use of an incentive system, whereby a given organization is rewarded by extra funds upon the achievement of specified objectives. This, of course, would require the development of a variety of experimental programs--with the appropriate systems of evaluation.

Conclusion

This paper in effect has stated:

1. The adult basic education program in correctional institutions has apparently failed, if recidivism is taken as a measure of success
2. Inadequate consideration has been given to behavioral objectives.
3. This educational program has mistakenly considered means as an end, that is, it has assumed that its basic objective is the elimination of functional illiteracy or the usual high school diploma.
4. In this sense, it has been no different from the public educational system.
5. The educational program in correctional institutions operates under constraints even more severe than those which are present in public educational institutions.
6. It is essential that we develop a cost-effectiveness approach to the educational program in the prisons in order to obtain an evaluation of it.
7. This requires experimentation accompanied by evaluation. It also calls for the development of new curricula, retraining of teachers, etc.

GOALS OF ADULT BASIC EDUCATION IN CORRECTIONAL INSTITUTIONS:

VIEWPOINT OF THE BUSINESSMAN

by

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GOALS OF ADULT BASIC EDUCATION IN CORRECTIONAL INSTITUTIONS:

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It seems to be an almost automatic reflex of people engaged in "job development," job finding efforts on behalf of the poor, the undertrained, the handicapped, the people with poor work records, those with police records, those having been convicted of a crime, parolees, to enlist the help and support and power of the president of a company or the head of an organization which might be able to provide employment opportunities for the so-called "disadvantaged."

The reasoning goes that if the boss of the business organization becomes persuaded that employment of, say, parolees, is the right thing to do, the entire organization thus becomes persuaded; the thought becomes policy and policy becomes action.

The instinct is essentially correct. The employment of marginal workers, or black people, or parolees could not become company policy were it not for the top man or the board of directors. The reasoning falls short, however, with respect to assumptions about the willingness and capacity of the organization to make the policy work.

The willingness and capacity of the organization to follow through on decisions which have been made at the top of the organization is the crucial element which determines whether a given employment policy becomes effectively operational.[1]

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[1] In connection with employment of the disadvantaged some high company officer must be given responsibility for implementing the effort . . . he must be able to deal with protests because the flack that he will get from the lower ranks trying to do their jobs in the same old traditional way will be loud and threatening . . . someone must be able to develop a program which will involve all staff levels within the company . . . particularly first line supervision. Frank C. Porter, "Touchy Problems Peril On-Job Negro Training," *Los Angeles Times*, December 4, 1968.

Take the matter of willingness of the various levels of the organization to turn policy into a successful experience. Perceptions of the leadership of business, and even the businessman's perceptions of himself are that if he orders something done, it will be done. Forgotten is the maxim attributed to Machiavelli that even a prince needs agreement and support of his followers. In other words, even under the most extreme authoritarian conditions leadership cannot for too long exist without followers.

Typically, and often in ignorance of this reality, the good people who want to help, the placement people of the public employment service, the parole officer, the warden of the local jail, make arrangements with the president of the company and his personnel officer to employ a parolee, or to put him in a training program trusting or hoping that the organization will comply with company policy and carry out the program.

It is a common experience, whether in the employment of ex-convicts or black youth or poor people to be misled by the assumption that people at the top of the organization and those at the bottom have a commonality of interest as to the goals of the firm, as to its social objectives, and as to what makes for the good society. Nothing could be further from the truth.

Policies of social responsibility which may preserve the corporation in a hostile environment may produce side effects in the form of threats to the job security of white workers from the employment of black workers or ex-convicts or poor people.

There are, furthermore, deep differences of viewpoint about the behavior of man and what can be done to alter his behavior. For some, depending on their view of human nature, the rate of recidivism can be reduced through carefully designed rehabilitation procedures including employment and training. For others recidivism can only be handled by increasing increments of force, keeping people locked up, and if they are let out, segregated outside the mainstream of society so that they won't contaminate the rest of society. These differences may arise out of educational and religious backgrounds which condition man's view about man; is he essentially good or bad? Can he catch up or be rehabilitated?

The company president who signs up to employ parolees or disadvantaged workers is likely to have his company participate because he believes that man is capable of being rehabilitated, that this is the way to prevent recurrence. But this belief may not be shared by people at the work-bench, or their supervisors. More than likely there is an attitudinal gap between the leader and the followers, often not clearly sensed by the leader who may assume, perhaps erroneously, that his desire that the parolee be welcomed into the workforce will be followed by the workforce even as they respond to his call for greater productivity. He reckons without consideration of the many fears of the workforce and their unwillingness to follow him on social issues. The worker's fear of employment competition are reinforced by his fears of those who have committed sex crimes, and homosexuals. This fear is not confined to workers. Management often shares this fear even to the extent of permitting the hiring of a paroled murderer and banning the employment of sex crime parolees.

It is in the workplace where the parolee must make his way and succeed, not in the board room of the company. Furthermore his opportunity and reception will be affected by the scarcity of jobs. The reasoning being that good, clean living, honest, hard-working Americans deserve precedence over ex-convicts for the available work; that to give work to an ex-convict is rewarding him for bad behavior and punishing the other man for good behavior.[2]

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[2] Reluctance to accept the ex-convict in the workplace by individual members of the workforce needs to be viewed against the backdrop of petty--and sometimes not so petty--thievery of the employed "good people." The number of plant, office, store protection police has grown three times faster than the workforce as a whole. Workers of department stores have to be searched before they leave work; shoplifting by surburban matrons is common; factory workers often justify petty theft by saying the company is wealthy and can afford it; bank tellers and officers continue to run off with bank funds. Thievery is estimated in the billions of dollars annually; somebody is taking it and there are not enough ex-convicts to go around.

For some reason American workers, perhaps all of us, have too little faith in rehabilitation. We seem to think punishment is the better answer. It is hard, for example, to raise money for rehabilitation hospitals as compared to general hospitals.

Complicating the employment of the ex-convict is the fact that many come from minority groups; black, Puerto-Rican, Mexican-American, the poor. The workforce includes many who, whether or not the individual has a prison record, would be opposed to the employment of such people and this includes supervision at all levels. Many, perhaps a majority of white workers have not bought the "catch-up" theory with respect to training and employment of Black workers.

These attitudes are a reminder that many hard-core unemployed have police records and jail or prison records. It is an attitudinal element which leads personnel managers to almost automatically reject "hard core" unemployed for as slight and ambiguous a matter as being on a police blotter, no conviction, not even a court case. It is true that there are outstanding examples of companies which ignore the police record, but they seem to be the exception. It is estimated that at least 75% of the youth on the west side of Chicago have police records of one form or another; in most cases this is cause for rejection from employment.

The personnel manager must play a role which consists of going along with top management policy while not alienating operating management, and operating management is often opposed to employing ex-convicts, partly out of personal bias, partly because of anticipated opposition from the workforce, and partly because he believes they will add to his problems. This results in tokenism or quotaism designed to keep the top management honest in its community commitments and the workforce safe from threats of an influx of "undesirables." Personnel managers worry about such things as "tipping points," i.e., an all black workforce and inability to recruit highly skilled whites; they are concerned over the reputation of the plant. They do not consider themselves as agents of social change; they are extremely vulnerable to charges from the operating organization of "do-goodism"--a pejorative phrase which jeopardizes their status in the organization. This discourages their taking innovative action and leadership in the area of social policy.

Job development people of the National Alliance of Business have complained that among the feet-draggers in the employment of the blacks, the poor, and the hard-core, are personnel and employment people. They usually are not trained to cope with the hard-to-employ and are offended by values alien to the middle class notions of how they think things ought to be. The NAB, on the other hand, has been slow to sense the managerial gap between the top management of the firm and the people at the bottom, and to adjust its policies and actions accordingly.

This gap, which shows up most clearly in matters of race, is not confined to business management. A similar gap often exists between top union leadership and union members. Not frequently top management and top union leadership share common values regarding employment of the disadvantaged, including the ex-convict, but both are often out of touch with the lower levels of their organizations.[3]

At the outset it needs to be recognized that in planning for the employment of the ex-convict, operational action-oriented type people are often suspicious of the planning process and even of those who work with their minds. This is reflected in their derisive references to corporate planners and executives at the higher levels. Second, the business organization and some business leaders have cut themselves off from the people who could help solve such problems because they are impatient with and distrustful of human behavior people such as sociologists (couch type psychologists rank a shade higher on the acceptance list). Furthermore, businessmen have never really accepted on a broad scale participative supportive type management; adhering instead to older habits, to authoritarian tough management method--"shape up or ship out."[3-A]

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[3] The steelworkers, in the Calumet Region of Northern Indiana, expressed their unhappiness with liberal steel union and company policies by voting in favor of George Wallace. The attempted ouster of the President of the United Steel Workers was not so covertly based on hostility to his participation in the writing and support of the Kerner report.

These are a few of the elements which contribute to lack of know-how and skill needed to successfully employ the parolee. In other words chances for an unsuccessful experience are much greater than for a successful experience and this reinforcement of negative experience is bad for both employee and employer.

This lack is demonstrated in two separate but parallel examples. The "X" Company agreed to employ twenty-four young, and incidentally, craft-skilled, offenders from a state penal farm in cooperation with state and federal authorities. All twenty-four failed, i.e., they did not survive on the job. Several ended up back in prison and this included two who were returned for allegedly committing murder.

[3-A] The supportive type of management is summarized by Douglas McGregor's Theory Y (The Human Side of Enterprise) as follows: The average human being does not inherently dislike work; man will exercise self-direction and self-control in the service of objectives to which he is committed; the most significant of the rewards associated with achievement are satisfaction of the ego and self-actualization-needs; avoidance of responsibility, lack of ambition, emphasis upon security are generally the consequences of experience, not inherent human characteristics; organization behavior is participative in that superiors seek out their subordinates' ideas and opinions of proposed courses of action before the decision is taken; it is not laissez faire or "soft" management, high standards of performance are expected, it is a minimum of external controls supplemented by self-imposed controls, enlistment to the goals of the organization because the goals are understood and accepted. It is a form of "self management by objectives" to paraphrase Peter Drucker. In contrast is management by centralized direction and control; in an authoritarian pattern rooted deeply in organizations such as the church and the military, at all levels action flows from directives from the top, increasingly particularized at the lower levels, often unconditional and designed to tell people how to carry out the ideas, principles and purposes of top management--a form of management not unlike that experienced during confinement; in both cases non-compliance treated with punishment of one form or another.

What seemed to have happened was an unhappy confluence of inadequately or improperly trained supervision, inability to control the hostility of fellow workers, poor or non-existent support (psychological and otherwise), inadequate housing and inadequate preparation for making the transition from confinement to freedom.

The second example is the "Jobs Now" project in Chicago where the concept of "high support" was developed in the employment of disadvantaged youth, including youth with police records. The backgrounds of those who succeeded as against those who failed on the job could not be differentiated. The differentiation occurred as between workers in "high support" companies as against no support companies; support meaning readily available counseling to help the individual cope with the stresses of the workplace.[4]

On the basis of these admittedly limited experiences, what are the important pressure points where efforts made can be rewarding? The place to start seems to be with the first offender who most likely will get his first jail experience and confinement at the local community level. It would seem that this is the point for maximum effort to prevent repeated returns to jail; the time when chances are best for successful intervention to prevent repetition. But it is at this point, however, where the least is done to rehabilitate and return people to work or help them get a job.[5] Furthermore in most communities there are few if any support services to help the individual to find housing, secure enough cash to tide him over until his first pay day, to help him find and hold a job.

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[4] "It is our experience, the learning and behavioral characteristics of offenders were very likely those of other disadvantaged persons, with differences lying primarily in degree and in the fact that the inmates were totally isolated from society." The Draper Project Final Report, Vol. 11, Draper E&D Project, September 1, 1964 - August 31, 1968.

Experience in the Cook County (Illinois) jail suggests that despite most inmates reporting some high school education, the immediate educational needs are the learning skills of reading, writing and arithmetic; many people cannot fill out an employment application form. Whatever the reason for this lack, the individual probably has been dropping out of society for a long time. Beyond the three R's, however, there is the need to equip the individual with transitional job finding and survival skills.

Dr. Harold Sheppard, in a study of Employment Service applicants in Erie, Pennsylvania found that many people simply did not have the internal resources to go out and find a job on their own. Many did not know where to go for a job. Others did not know how to sell themselves or their skills. Some were deeply fearful and anxious about the job interview to the point that they simply didn't go to the interview.

The experience of a group of Chicago employers working with the Cook County jail is similar. Many ex-convicts referred by the employer's job finding service failed to show up for interviews and though there is no formal research data, the employer's group feels that it is mostly fear of the interview which causes the no-show.

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[5] The Stanford Research Institute study of criminal history reported in the Report of The President's Commission on Crime in the District of Columbia using an FBI study of 7,992 offenders arrested in the District for felonies and selected misdemeanors such as sex offenses, bogus checks and narcotics offenses from January 1963 through July 1965 showed the following: 83% arrested previously; of convicted felons 75% arrested three or more times, 52% arrested six or more times, 26% arrested eleven or more times. Fifty-one percent of adult felons had juvenile records (72% robbers, 20% homicide), only 17% of adult offenders had not been previously convicted of a crime. Seventy-one percent of the robbers, 73% of the auto thieves, 82% of the homebreakers, 35% of the narcotics offenders had spent time in jails or institutions.

At any rate the correctional institution's program for returning or sending the individual to a paying job requires more than the three R's, though they are essential. It requires also equipping the individual with tools needed to survive in the job market while he is hunting a job.[6] These survival tools include filling out an employment application, locating a job opening, and conducting an interview. The skills need to be developed as closely in tune with reality as possible; simulation of actual conditions with the aid of employers drawn in to design and conduct the program. In addition to equipping the individual with a survival kit is the need for helping him develop the equipment or skills to handle rejection and disappointment.

More important perhaps is helping the individual to cope with "job interview anxiety" and "achievement values" to improve his job seeking abilities. Sheppard reports on the program of "achievement motivation acquisition" developed under the leadership of David McClelland. This involves such means as learning behavior and acquiring goals partly through "assuming roles" of other people with prestige and acceptability, use of an "experimenter" or coach to suggest alterations to the process, use of games as an analytic device in coaching. Job options need to be enlarged both in the mind of the inmate but enlarged also by the job developing resources of the employers, the Employment Service, the local neighborhood organizations, and community workers. All of these resources need to be linked into a job finding chain. Obviously this requires more than classroom work, and as a matter of fact this need demonstrates the necessity of a tie-in between the correctional institution's training program and employers who are committed to employing the graduates, i.e., assurance of a job upon release.

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[6] And survival tools he does need. He is young, 21 at age of first arrest; 52% of the juveniles under 16, 19% under 14; 65% have been in jail before, 52% arrested more than five times, 78% Negro, only 36% from homes where both parents reside together, 46% have no more than 8th grade education, 85% fewer than 11 grades, 56% earned less than $3,000, 73% less than $5,000, 60% of adult offenders had no record of regular employment at the time of arrest (this ranged from only 17% for narcotics offenders to 65% for homicides and 66% for fraud), 50% of Negro offenders unemployed at time of arrest, 41% of whites unemployed--in contrast to a 4.2% unemployment rate at that date (1966); and nearly 60% were in the unskilled occupations (Stanford Research Institute report contained in District of Columbia President's Commission on Crime, 1966).

A natural linkage between industry and the institution should develop with respect to the use of prison industry to ready the individual for work outside the institution. Federal Prison Industries, a government corporation organized in 1934, provides training and employment for prisoners in Federal Correctional Institutions oriented to the outside market. This includes: electronics repair, manufacture of clothing, furniture, textiles, tools, machinery, furniture repair, and printing.

FPI provides also training in business, management, and clerical skills. In all of these areas the involvement of first level management people, wherever the location of the institution makes it possible, in the construction and even the operation of these courses would provide the initial training needed by supervision to help the parolee to make a successful adjustment to the workplace. In other words, the industrial manager contributes his knowledge and know-how to the realism of the work experience of the individual during his confinement and in exchange learns first hand about what needs to be done to help the individual achieve a successful work experience.

Modern technology can also be brought to bear through the medium of television to link up the institutional classroom with workplaces in business and industry where he can learn from observation many of the things that cannot be simulated inside the institution. This "living classroom" takes the television camera into the daily routine of work whether it is the operation of a machine or the selling of shoes. It can do more than simulate or tell about a task; it can help breathe a bit of life into the learning experience--this is what people really do and what happens to them. Furthermore, it provides an important resource in coaching the individual in his job hunt and to aid the process of achievement acquisition. And the cost is now down to the point where it can be afforded. More and more we shall be seeing the vocational school linked up with the real world through this "living classroom." And the real world includes the human relationships which are a part of the workplace.

In other words, the institution's program should include the elements of work-study, simulated experience, release time, where possible, to increase the value of work-study and psychological preparation for the realities of the job market place.[7]

This work, or some parts of it, is often accomplished in half-way houses with employer cooperation. Much greater financial resources are needed by these institutions to provide the individual with the time he needs to make the transition from the time of his release to a steady job. It is necessary to recall that job success may not come on the first or even the second or third try. During this time stresses develop which can have undesirable consequences unless the individual is aided to sustain his morale and effort.

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[7] The Youth Center of the Lorton reservation program includes many of these elements: Team teaching is used . . . allowing an instructor to teach an academic skill which the vocational instructor relates to the trade . . . social education program offers . . . current events, personal finance and consumer education, and vocational guidance. Under MDTA selected inmates received training in auto service and repair, barbering, building service and maintenance, general office clerk, food service, painting, and radio and television repair. The Youth Center provides a diagnostic and therapeutic center from the moment of inmate's admission to his release on parole. Under a work-release program, selected prisoners are allowed to work during the day at jobs in the community, frequently those they held before being committed to, and return to the institution at night. The State of North Carolina has approximately 1500 inmates participating in work-release programs.

The half-way house model of continuing support during the individual's transitional and often stressful period has been adapted in somewhat different form to the preparation of "disadvantaged" youth for jobs. Many of the same problems seem to exist for youth who have experienced repeated failure in the regular job market. The training often seems meaningless to them because it doesn't end up in a good job right away. Many fail to complete the training because the needs for immediate satisfactions and maintaining gang associations seem to take precedence over longer term efforts to assure long term gain. They are young, often black and often have police records.

The usual training programs and the usual people who conduct them are often rejected. The jobs which are "developed" are usually the secondary market "lousy jobs" often below the minimum wage, or they are the jobs rejected by everybody else. They are impatient not only for a job, but impatient of the time it takes to get ready for a job. Frequently it becomes a matter of how to persuade the individual to accept a legitimate job when he can earn more on an illegitimate job or enterprise.

What we seem to have learned from the "disadvantaged" worker programs is that a "high support" program consisting of counseling with his peers--not professional counselors with whom he has little rapport--to get over the stresses and problems on the job; counseling to handle personal finances and relations with other people, including his boss, makes the difference between jobs success and failure. We have learned also that who it is that provides the support is important; it may be a half-way house, or a community program, but it must be an organization with which he can identify.[8]

A breakdown in employment of disadvantaged and ex-convicts frequently occurs in the workplace. This happens for several reasons. First, as earlier suggested, top management commitment is not always shared by the rest of the organization. Second, the organization, if not outright hostile to the newcomer, assumes that traditional patterns of supervision are adequate to the task. Third, need for support services is not accepted by management because this "soft," "social worker" approach is not compatible with "hard-headed" management. Fourth, the workforce is inadequately prepared for the reception of people who have prison records, who may be a different color, may be less productive at the start, and more than likely do not share their white middle class values and they also may be a job threat.[9] And, fifth, the individual has not been adequately prepared for the rigors of a technologically disciplined factory or office system or have learned to cope with the complexities of his new human relationships.

Generally, the dialogue on adult basic education has centered on getting the ex-convict ready for a job, and providing him with the equipment needed to cope and adjust. The assumption is that he must adjust, not the society. Employers have devised adjustment machinery to get the man to the plant gates and inside though this machinery is scanty, poorly financed and educationally leaves much to be desired. Once on the job, however, the parolee is largely on his own, the management, the supervision, the union and the fellow workers are all on their own.

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[8] In view of the development of viable neighborhood economic and social development organizations such as Kenwood-Oakland and The Woodlawn Organization in Chicago, and similar organizations in the neighborhoods of other large cities, the more appropriate sponsoring agency may likely be the neighborhood organization which is identified with the black or Spanish speaking or Appalachian white groups and which already are in the business of finding jobs for the disadvantaged and the poor. Witness the coalition of black organizations in Pittsburgh and Chicago striving to open apprenticeships in the crafts and increase employment of black craftsmen. This suggests that the traditional half-way house may be a thing of the past, that the usual linkages with welfare organizations which are white-supported and administered by welfare councils or by the community chests are obsolete, at least in this context.

[9] This seems to be the case with respect to building trades union and union membership unwillingness to increase Negro membership as this increases the number of union members thus weakening their wage and bargaining position and possibly resulting in less work for each member of the union.

It is important to keep in mind that the typical managerial style which prevails in industry, regardless of the many years of exposure to the human relationists, is authoritarian and problems are usually handled this way. This behavior is further reinforced by the discipline enforced upon both the workforce and the management by the machine and the technology. This limits the flexibility of the organization to adjust to receive the newcomers. The racial issue further reduces the willingness of many individual workers to ease the way. Management is under pressure from the white part of the workforce not to concede a thing to the blacks and it is fearful of making concessions to ex-convicts and to other disadvantaged which may set precedents which could unstabilize the labor-management relationship, increase costs, and undermine plant discipline.

One of the keys to the success of the education and transition phases of the process seems to be early and full involvement of the various parties in the planning and operation of the programs: first line supervision of the firm, union stewards, individual workers who may ultimately take over the "support" effort inside the plant, i.e., as "buddies" to provide counseling and guidance as needed. Most such efforts are now carried on "at the summit" between the jail warden and the company personnel office, neither of whom has to directly meet the problems in the workplace.

The Jobs Now project is instructive in this regard:

> "It took us a while to learn that the object of social work programs, and of employment should not be to change individuals without regard for what modifications can be made by companies . . . . It took us a while to learn to speak less of the difficulties of workers than of those of companies."[10]

The experience of the project which it "learns and relearns, over and over again . . . disadvantaged workers modify their behavior, become cooperative, and motivated to work to the degree that representatives of companies adapt their behavior to become actively concerned and involved with the workers."[11] The impact of this radical notion, on organizational theory and practice, can be appreciated only when it is realized that it is the normal expectation of managers and organizations that the individual, the subordinate, adjusts to them.

A system of High Support emerges out of "Jobs Now" as the most reliable predictor of success in employment; 73% retention at the high end of the support scale and only 27% at the low end of the scale.[12]

Based on extensive experience with hard core and disadvantaged worker programs, the first step of high support is organization of teams which reach the individual, diagnose his needs, develop relevant information, open up jobs, provide counseling and support to the individual both pre and post employment, provide training to both employer and employee.

In the "get ready" stage, prior to leaving prison, or during residence at a half-way house, there is need to provide through conferences, team teaching, group sessions, some of the awarenesses needed to cope with the world of work, and to give the individual a small but hopefully useful set of survival tools. This might include for both men and women, boys and girls, new understandings of nutrition, birth control, social diseases, self concepts, attitudes toward other people and self, and knowledge of the city.

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[10] New approaches to meet Post-Hiring Difficulties of Disadvantaged Workers, Jackie P. Hearns, Proceedings 21st Annual Winter Meeting IRRA, Pp. 207-216, 1968.

[11] __Ibid__.

[12] __Ibid__.

Both during the "get ready" stage and during the subsequent stages of finding a job, and working on the job, there seems to be a need for more than "how to do" courses. There is, if the research in the field of employing the "disadvantaged" worker has any meaning in this context, the further need of continuity of contact with a person, sometimes called a "coach," who is available when needed to help get over the humps, who can make the necessary interventions with the individual or with his employer but has the wisdom not to let interventions lead to an unhealthy dependency.

An important survival tool is money management. This includes the advantages of various forms of credit, avoiding garnishment of the paycheck, handling tax and social security forms, saving money, comparative shopping, family economics (budgeting), rent, mortgages and the like. These are not the dreamings of social service workers but, rather, the subjects disadvantaged hard core, poor people feel they need.

Then there is the matter of job readiness. Some people need to begin with the learning skills of reading, writing, and arithmetic; others are ready to start with the employment experience: applications, resumès, personal data folders, job interviews (role playing), the role of unions, wage and salary expectations, getting promoted, safety on the job, and why work.

But part of job readiness is understanding one's self, as well as the employment world. This can be explored in individual counseling sessions as well as in workshops. And in each of these stages of "get ready" there is a role for prospective employers who can teach and learn and ease the way into the world of work. For want of a better term this is Human Relations Development, or as the Jobs Now people say, "High Support" within the company. This includes careful placement of the individual, on-the-job training that is planned and progress followed up, training of the supervisor, clear support of the supervisor from the top of the organization, use of the "buddy" system where accepted by the individual and ready availability of the "coach" to help the person and his boss over the rough spots.

Even with pre-employment human relations training, the gap between the individual's expectations of the job and life in the workplace are often out of line with the realities even under the most ideal of circumstances. And one would guess that the longer the time of confinement, the more the world outside has changed and the greater the adjustments which need to be made.

In all of this we are not speaking of social casework, or of a paternalistic helping hand, or of charity, or of the traditional work of the parole officer. We are talking about the construction of an integrated delivery system which gets the individual ready, prepares the employers to receive him into employment, provides the support needed to get him to self-sufficiency as quickly as possible.

The training program is only one small part of a total system of services which needs to be directed not merely to the inmate or parolee but to the employer as well. The training program should be designed to acquaint inmates and employers with each other, with their respective attitudes and expectations and hang-ups; to inject realism and understanding into the process, as the starting point for building a continuing process which leads to a successful employment experience.

It can readily be seen from the foregoing that just sending a couple of teachers to the local jail or prison once a week is not adequate, nor is an occasional counseling session with the parole officer adequate. In the hard core employment programs we have found that what works is a team mixture of ex-gang members, graduates of the hard core program now employed, carefully selected employment people from the State Employment Service, employers, and the "coach." The "coach" especially has to be the kind of person to whom the individual can in confidence turn.

Associated with this effort, where facilities permit or where release time is possible--full time or part time--is needed to learn how to cope with the requirements of work discipline and to pick up some minimum skills. As pointed out earlier, the mere possession of job skills is no guarantee of job success. Those young men from the State Training School failed because they got in trouble on the job and there was nobody around to bail them out or to help the foreman work it out, or to help them work it out themselves; some went A.W.O.L., or they were late for work or absent or they carried older unacceptable behavior on to the job.

Finally, the complete system must include opportunity for the individual to rise in his work and progress. There seems to be a tendency to relegate parolees to dead-end jobs or to the marginal jobs in the seasonal or sporadic sectors, where the pay is often below the poverty level. If the "hard-core" experience is any guide, for an individual to make the choice to pursue the "hard" course of steady work, he must believe in the long range prospects for his personal advancement so that the job will elicit the best from him in stamina and staying power as against returning to previous patterns of behavior.

This paper has tried to suggest that training is part of a longer process, a process which involves the employer and the individual in planning and action; involves outreach to people in the prison or correctional institution, mobilization of community organizations to produce jobs and necessary help during the transitional process; involves the "coach" and the "buddy" to assure continuity of the process; involves company training and conditioning of its supervision and work force to enable them to come to terms with their attitudes as they affect the job success of the individual. And these job successes are the means for assuring that the individual will not become a drop-out during the process.

But this paper cannot be concluded without reference to the environment in which all this is supposed to occur. It goes almost without saying that orientation and training of the institutional leadership and the staff is as necessary to the success of this system as is the reorientation and retraining of the individual and his employer.

At one time major physical and mental disabilities arising out of an illness or an accident were accepted as hopeless cases and the solution was usually confinement either in a hospital or at home. Then people like Dr. Howard Rusk and the later Dr. Paul Magnusson and Mary Switzer, among others, decided that the enormous toll, the cost to the individual and to society could not continue and that people with even the most severe disabilities could be returned to gainful employment and live useful lives.

They mobilized teams of physicians and rehabilitation experts, and occupational therapists, and psychologists, and employers; they trained and retrained staff not to accept limited results and to aim high; and rehabilitation began at the point and time the disability occurred--not weeks, and months, and years later when behavior patterns had become frozen and unproductive and disability accepted as a way of life. Even the quadraplegic can today run his own business because of this state of mind which has developed in the rehabilitation field.

This is what is needed in the penal field--a rehabilitative state of mind which is supportive of efforts such as those outlined in this paper; not acceptance of them as the annoying efforts of "do-gooders." It is not exaggerating the point to say that this support, this state of mind, is a pre-condition of any successful employment system. This includes leadership which can see beyond punishment to rehabilitation, which supports the training of staff to start the rehabilitation process at the point of first or the earliest stage of confinement, which fights for the resources to carry out the effort, and which takes affirmative action to elicit the aid and cooperation of employers.

The thousands of employers around the nation who have waived police and criminal records to successfully employ hard-core youth suggests the potential of an effort such as that suggested in this paper. Needed now are the financial resources to attract and train the people to develop community resources and to administer such employment systems reinforced by policies based on "high support" efforts. Needed immediately are the most important ingredients of all--leadership and will--from employers as well as from officials of cities, states and the federal government which must authorize the funds and make the needed changes in policies, rules and regulations. Until such commitment is forthcoming, we are simply engaging in the exercise of wishful thinking and unrealistic expectations characteristic of so much of our nation's manpower development and utilization effort.

APPENDIX F

TASK GROUP REPORTS: SUMMARIES

Task Group A

1. Goals of adult basic education for a corrections program should be cast in the same basic framework as any adult basic education program.
2. The framework should become a point of departure for determining identifiable needs of the individual, starting where he is and providing means of developing his potential.
3. Goals should include three components: social, psychological, economic.

Task Group B

1. Goals of adult basic education for corrections should be designed to be implemented on an individual basis.
2. Goals should be short range, intermediate, and long range.
3. Goals should apply to federal, state, and local institutions, and and in probation and parole settings.
4. Goals should be aimed to development of social, interpersonal skills; provision of academic, vocational, cultural education; and elimination of special problems of alcoholism, and addiction.

Task Group C

1. Goals of adult basic education in correction should implement the purpose of producing a socially functional individual, who knows about societies opportunity systems and is provided with resources to make choices and decisions.
2. Goals should provide for development of opportunity systems in general education, occupational world, community and governmental affairs, home and family life.

Task Group D

1. Goals of adult basic education should be oriented to the teacher, student, institution, family, and community.
2. Goals of adult basic education in corrections should include development of basic literary and communications; maintenance of physical health; acquisition of self-supportive skills; development

of release skills; development of social and human relations skills; and development of understanding of community resources.

Task Group E

1. Goals of adult basic education in corrections should provide for realization of socialization, cultural enrichment and continuing education.
2. Goals of adult basic education in corrections should demonstrate relevance of education to work and reinforce work performance
3. Goals of adult basic education implement goals of education in a democracy.
4. Goals of adult basic education in corrections can be identified in four areas: self realization; human relationships; economic efficiency; and social responsibility.

APPENDIX G

CONFERENCE EVALUATION

Item	Frequency of Response				
I. ACCOMPLISHMENT OF CONFERENCE GOAL	None at all	Very little bit	Quite a bit	Very great amount	No Response
1. How much information relevant to defining goals of adult basic education in corrections do you feel was generated during this conference?		2	30	12	1
2. To what extent to you feel you contributed to accomplishing the conference purpose--defining goals of adult basic education in corrections?	1	11	29		4
3. To what extent do you feel the conference purpose was accomplished?		2	31	8	4
4. To what extent do you feel satisfied with the conference product, the Statement of Goals?		7	28	4	

II. CONFERENCE ACTIVITIES

Evaluate the following activities by checking in appropriate column to indicate how worthwhile you feel the activity was in helping to meet the conference purpose, developmnet of Statement of Goals of Adult Basic Education in Corrections.

Activity	Not Worth While	Only Slightly Worthwhile	Moderately Worth While	Extremely Worth While	No Response
5. opening general session		3	17	19	6
6. general discussion		3	21	19	2
7. task group work		1	14	28	2
8. banquet session		4	13	27	1

Activity	Not Worth While	Only Slighty Worthwhile	Moderately Worth While	Extremely Worth While	No Response
9. advance reading of papers		2	8	29	6
10. conferences with staff		8	15	7	15
11. task group presentations		1	21	12	12
12. informal discussions		1	15	28	1
13. social hour	4	8	8	4	21

III. CONFERENCE MATERIALS

Rate each of the following materials to indicate your feeling concerning the value of the item in terms of stimulating your thinking about the conference purpose, that is, development of a Statement of Goals of Adult Basic Education in Corrections.

	Not Worth While	Only Slightly Worthwhile	Moderately Worth While	Extremely Worth While	No Response
14. Goals of Adult Basic Education in Corrections: Behavioral Scientist Viewpoint		5	19	12	9
15. Goals of Adult Basic Education in Corrections: Social Scientist Viewpoint	1	5	8	23	8
16. Goals of Adult Basic Education in Corrections: Economist Viewpoint	2	9	16	10	8
17. Goals of Adult Basic Education in Corrections: Businessmen's Viewpoint	1	3	16	16	9
18. Goals of Adult Basic Education in Corrections: Offender Viewpoint (Christian)		1	14	21	9
19. Goals of Adult Basic Education in Corrections: Offender Viewpoint (Warren)		3	15	18	9

IV. CONFERENCE CONTENT

Rate the following topics by indicating your feeling concerning value of the topic in terms of contributing to aims of the conference.

Topic	No Value	Little Value	Much Value	Great Value	No Response
20. Overview		4	21	12	8
21. What is a Teacher?		5	17	13	10
22. New Careers Approach to Education		4	20	14	7

V. PROGRAM ORGANIZATION

The following statements refer to organization and administration of the conference. Indicate extent to which you agree with each statement by checking in the appropriate column opposite each item.

	Strongly Disagree	Disagree	Agree	Strongly Agree	No Response
23. Pre-conference information was adequate for my use in deciding whether or not to participate.		1	26	14	4
24. Pre-program information accurately described the program.		1	30	10	5
25. Arrangements for meals and living accommodations were satisfactory.	3	1	27	13	1
26. Qualifications and competencies of conference personnel were satisfactory		1	19	24	1
27. The balance between formal and information activities was satisfactory.		1	28	15	1
28. There was sufficient time for group activities.	1	18	22	4	
29. There was sufficient time for meeting informally with other participants.	1	11	28	5	

	Strongly Disagree	Disagree	Agree	Strongly Agree	No Response
30. There was sufficient time for meeting with staff.	1	15	26	1	
31. The task groups were about the right size.		5	28	12	
32. The composition of task groups to include representatives from different geographical regions and different areas of specialization relating to the conference task was good.			23	20	2
33. The idea of having a work conference of the "think-tank type" in preference to an information dissemination "learning type" was good.			18	26	1
34. Selecting participants who were high calibre individuals with demonstrated backgrounds of experience and thinking abilities was good.			18	25	2
35. The location for the conference was satisfactory (Chicago airport area).	1	3	27	13	1
36. The length of the conference was satisfactory (5:00 P.M. Tues. - 3:00 P.M. Thurs.).	2	5	28	9	1
37. The daily time schedule for the three days was satisfactory.	1	6	30	7	1
38. Physical arrangements (meeting rooms, equipment, lighting) were satisfactory.		3	30	11	1

	Strongly Disagree	Disagree	Agree	Strongly Agree	No Response
39. Requiring pre-conference reading of position papers, and utilizing the conference time mainly for task group work was a good idea.		1	16	27	1
40. The conference met my expectations.			29	14	2
41. I would like to participate in another work conference sponsored by Education Research and Development Center of the University of Hawaii.			13	29	3

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